

ESSENTIAL FACTS
ABOUT THE
LEAGUE OF NATIONS

SIXTH EDITION
(REVISED)

GENEVA 1936
INFORMATION SECTION

At this difficult and anxious period in the life of peoples and Governments, the League of Nations has not failed in its duty.

The year that has just passed has witnessed the close of a conflict between sister nations in South America, thanks to the efforts of the American States, encouraged and supported by the League.

At present it is the war in Ethiopia which gives us most concern. The world has fixed its attention on the measures which the Members of the League are taking to hasten the end of the dispute. The 1935 Assembly will, in this respect, be historical. It did all it could to secure a peaceful settlement and, as its President, M. Beneš, said : "It was equal to its task . . . without unnecessary verbosity or grandiloquence, listening to the speeches . . . with understanding and satisfaction . . . despite the difficulties of the moment . . . taking care to defend and invoke the Covenant everywhere and always . . . and doing its best to safeguard the dignity of the countries concerned and to leave open the path to future agreement".

Despite the gravity and urgency of the questions with which it has to deal, the League has not slackened for an instant in its constructive and humanitarian activities. Whatever may be thought of it and its evolution during recent years, it remains the living expression of the desire felt by States for an international order of things, based on the recognition of mutual obligations and providing security and peace for all peoples.

A handwritten signature in black ink, slanted from the bottom left towards the top right. The signature reads "J. A. Vennell".

NOTE

This publication, which has been prepared by the Information Section of the League of Nations Secretariat, is not to be regarded as an official document for which the League of Nations is responsible.

Passages from the text of the Covenant of the League of Nations appear in heavy type.

The complete text of the Covenant is included at the end of this brochure.

The information herein contained has been revised down to December 31st, 1935.

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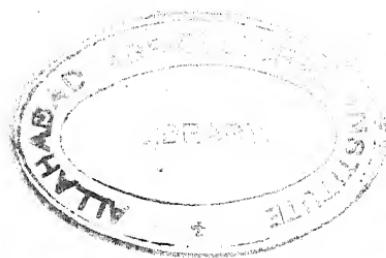
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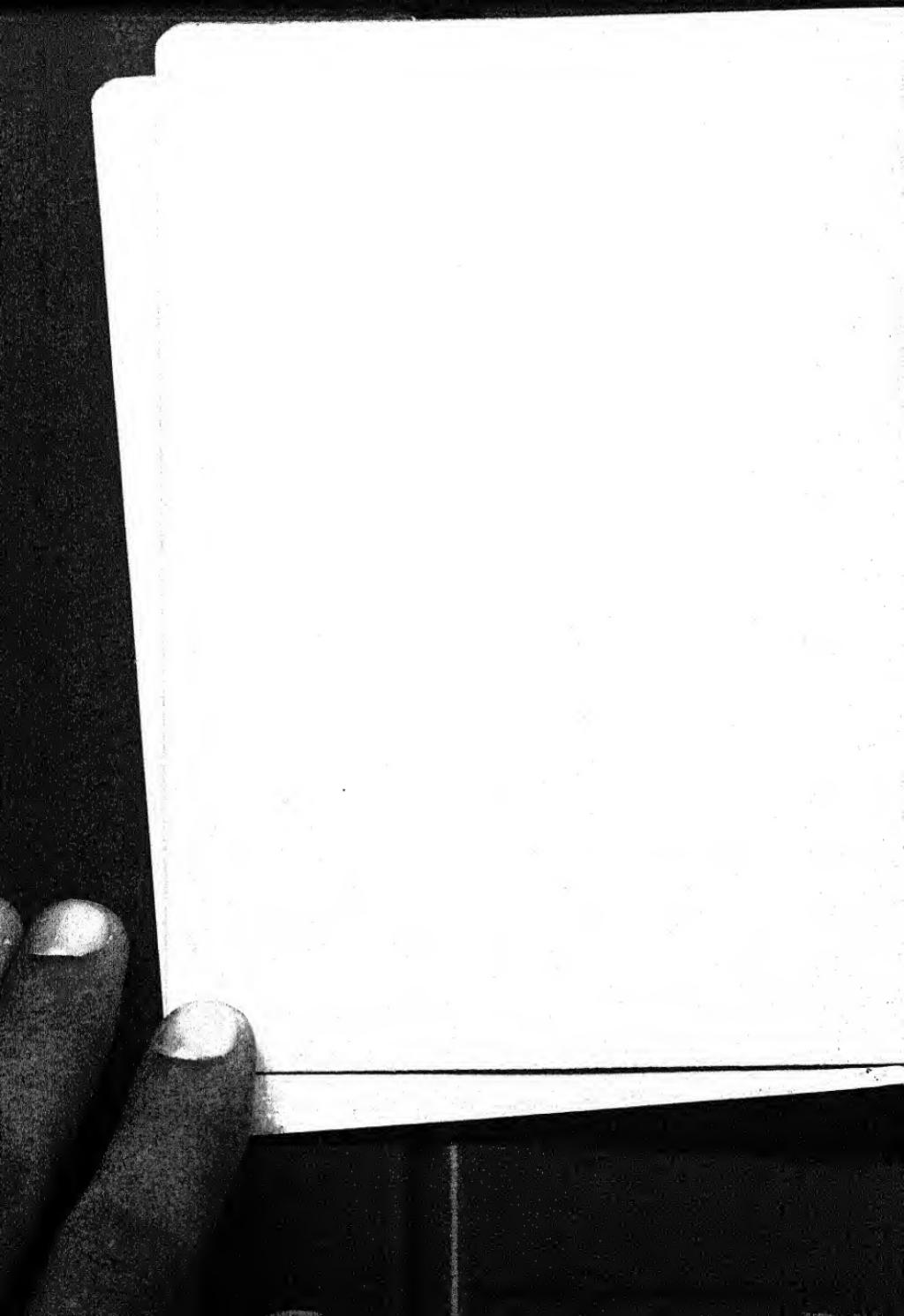
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PART I

CONSTITUTION AND ORGANISATION





(1) ORIGINAL MEMBERS : States which signed and ratified the Covenant of the League and whose names appear in the Annex. Brazil notified the League on June 14th, 1926, of her intention to withdraw, and ceased to be a Member on June 13th, 1928. On September 27th, 1934, Ecuador signified her adherence to the Covenant, which she had not previously ratified. Japan gave notice of withdrawal from the League on March 27th, 1933, and ceased to be a Member on March 26th, 1935.

(2) INVITED STATES : These States acceded to the Covenant by a declaration deposited with the Secretariat of the League within the first two months after the Covenant came into force. They are also named in the Annex.

The Argentine which has not sent a representative to the Assembly since the withdrawal of her delegation at the first Assembly, notified the League on September 26th, 1933, that the Argentine Parliament had approved the Covenant.

Colombia attached to her accession to the Covenant the reservation that she would not *ipso facto* recognise the independence of the Republic of Panama.

Spain, which had given notice on September 8th, 1926, of withdrawal from the League, announced on March 22nd, 1928, that she proposed to remain a Member.

Paraguay gave notice of withdrawal on February 23rd, 1935.

The Council recognised the perpetual neutrality of Switzerland and the guarantee of the inviolability of Swiss territory as compatible with the Covenant in view of Swiss declarations that they would participate in League economic and financial measures against a Covenant-breaker.

(3) STATES ADMITTED TO THE LEAGUE SINCE THE COVENANT CAME INTO FORCE.

Costa Rica joined the League on December 16th, 1920, gave notice of withdrawal on December 24th, 1924, and ceased to be a Member on January 1st, 1927.

On May 5th, 1934, Mexico, which on December 14th, 1932, had given notice of withdrawal, announced her intention of remaining a Member of the League.

Germany gave notice of withdrawal from the League on October 14th, 1933, and ceased to be a Member on October 21st, 1935.

CHRONOLOGICAL TABLE OF ADMISSION OF STATES MEMBERS

1920

January 10th	South Africa, Argentine, Australia, Belgium, Bolivia, United Kingdom, Canada, Chile, Czechoslovakia, France, Guatemala, India, Iran, Italy, New Zealand, Paraguay, Poland, Siam, Spain, Uruguay.
January 12th	Venezuela.
January 16th	Brazil (ceased to be a Member of the League on June 13th, 1928).

February 12th Colombia.
February 24th Greece.
March 5th Norway.
March 8th Cuba, Denmark, Switzerland.
March 9th Netherlands, Peru, Sweden.
March 10th Saivador.
March 19th Japan (ceased to be a Member on March 26th, 1935).
April 8th Portugal.
May 10th Yugoslavia.
June 30th Haiti, Liberia.
July 16th China.
September 14th Roumania.
November 3rd Honduras, Nicaragua.
November 25th Panama.
December 15th Austria.
December 16th Bulgaria, Costa Rica (ceased to be a Member of the League on January 1st, 1927), Finland, Luxemburg.
December 17th Albania.

1921

September 22nd Estonia, Latvia, Lithuania.

1922

September 18th Hungary.

1923

September 10th Irish Free State.
September 28th Abyssinia.

1924

September 29th Dominican Republic.

1926

September 8th Germany (ceased to be a Member on October 21st, 1935).

1931

September 8th Mexico.

1932

July 18th Turkey.
October 3rd Iraq.

1934

September 18th Union of Soviet Socialist Republics.
September 27th Afghanistan.
September 28th Ecuador.

II. THE LEAGUE OF NATIONS

GENERAL OUTLINE

The League of Nations is an association of fully self-governing States, dominions or colonies, whose relations are governed by the Covenant. The League of Nations acts through an Assembly and a Council composed of representatives of Governments. Fifty-eight States are at present Members of the League, as compared with forty-two at the time of the first Assembly in 1920.

The United States of America, as one of the original High Contracting Parties, has ratified none of the treaties in which the Covenant of the League of Nations is incorporated. They are therefore not a member of the League.¹ The League maintains relations with the majority of non-member States, but it is undoubtedly with the United States of America, which in 1934 joined the International Labour Organisation, that these relations are closest.

AIM

The High Contracting Parties,

In order to promote international co-operation and to achieve international peace and security:

By the acceptance of obligations not to resort to war;

By the prescription of open, just and honourable relations between nations;

By the firm establishment of the understandings of international law as the actual rule of conduct among Governments;

¹ Besides the United States of America, the following also are not members of the League: Andorra, Brazil, Costa Rica, Free City of Danzig, Egypt, Germany, Iceland, Japan, Liechtenstein, Monaco, San Marino, Sa'udi Arabia (Hejaz), Vatican City and Yemen.

And by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another:

Agree to this Covenant of the League of Nations.
(Preamble of the Covenant.)

The League of Nations has accordingly two aims—viz., (1) to preserve peace and to seek a settlement of international disputes, and (2) to organise in the most varied spheres the co-operation of peoples with a view to the moral and material welfare of humanity.

UNIVERSALITY OF THE LEAGUE

One of the essential features of the League of Nations is its universality, which is shown in the following two ways:

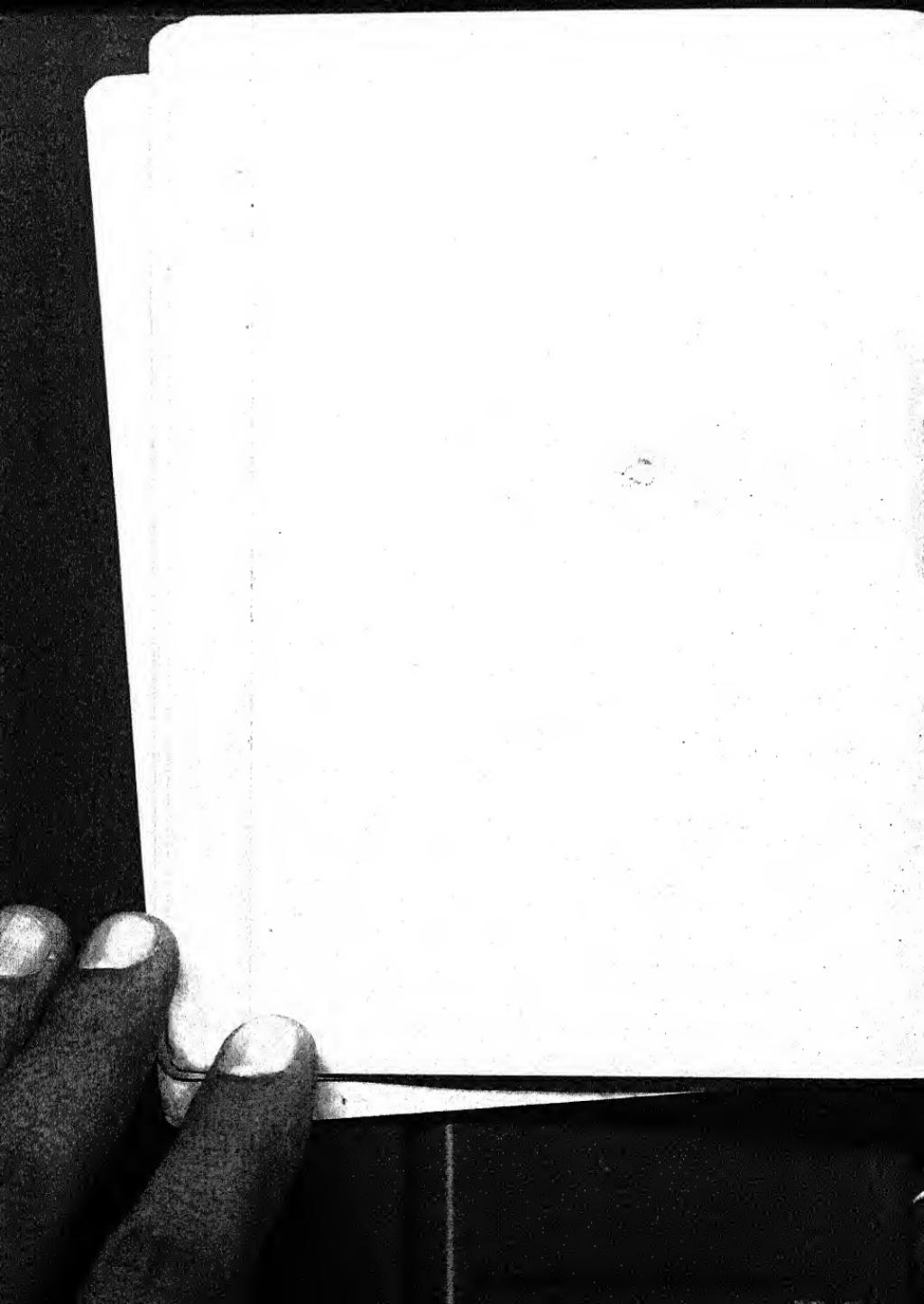
In the first place, membership of the League of Nations is open to any State which satisfies certain general conditions and accepts the obligations of the Covenant.

In the second place, the League has a worldwide sphere of action and is competent to deal with "any matter affecting the peace of the world" (Articles 3 and 4 of the Covenant), even when such matters concern non-member States.

THE COVENANT

The origin of the Covenant, which constitutes the fundamental charter of the League of Nations, is to be sought in the movement of opinion which made itself felt at the end of the world war and found expression in the message of W. Wilson, President of the United States of America. (See also "Historical Summary," page 270.)

The Covenant was framed in 1919 at the Peace Conference by a Commission set up for the purpose, which drew up the twenty-six articles of which it is composed. The Covenant was inserted at the head of the several Peace Treaties. It



came into force on January 10th, 1920. The principles laid down in the preamble find their application in the articles of the Covenant.

Amendments to the Covenant and to the Statute of the Court are voted by the Assembly.

Amendments to the Covenant will take effect when ratified by the Members of the League whose representatives compose the Council and by a majority of the Members of the League whose representatives compose the Assembly. (Art. 26, para. 1, Covenant.)

CONSISTENCY OF THE COVENANT WITH OTHER INTERNATIONAL OBLIGATIONS

The Members of the League severally agree that this Covenant is accepted as abrogating all obligations or understandings *inter se* which are inconsistent with the terms thereof, and solemnly undertake that they will not hereafter enter into any engagements inconsistent with the terms thereof. (Art. 20, para. 1, Covenant.)

In case any Member of the League shall, before becoming a Member of the League, have undertaken any obligations inconsistent with the terms of this Covenant, it shall be the duty of such Member to take immediate steps to procure its release from such obligations. (Art. 20, para. 2, Covenant.)

Nothing in this Covenant shall be deemed to affect the validity of international engagements, such as treaties of arbitration or regional understandings like the Monroe doctrine, for securing the maintenance of peace. (Art. 21, Covenant.)

Article 21 of the Covenant has been the subject of an exchange of communications between the Government of Costa Rica and the Council of the League (in 1928). Declarations

were also made on the subject by the United States of Mexico (September 10th, 1931) and the Argentine (September 26th, 1933.)

ASSISTANCE IN THE CARRYING-OUT OF GENERAL CONVENTIONS.

In all matters of international interest which are regulated by general conventions but which are not placed under the control of international bureaux or commissions, the Secretariat of the League shall, subject to the consent of the Council and if desired by the parties, collect and distribute all relevant information and shall render any other assistance which may be necessary or desirable (Art. 24, para. 2, Covenant.)

ADMISSION

The original Members of the League of Nations shall be those of the Signatories which are named in the Annex to this Covenant and also such of those other States named in the Annex as shall accede without reservation to this Covenant. Such accession shall be effected by a Declaration deposited with the Secretariat within two months of the coming into force of the Covenant. Notice thereof shall be sent to all other Members of the League. (Art. 1, para. 1, Covenant.)

Any fully self-governing State, Dominion or Colony not named in the Annex may become a Member of the League if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments. (Art. 1, para. 2, Covenant.) (See also page 13.)

WITHDRAWAL

Any Member of the League may, after two years' notice of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal. (Art. 1, para. 3, Covenant.)

No amendments to this Covenant shall bind any Member of the League which signifies its dissent therefrom, but in that case it shall cease to be a Member of the League. (Art. 26, para. 2, Covenant.)

EXCLUSION

Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred in by the Representatives of all the other Members of the League represented thereon. (Art. 16, para. 4, Covenant.)

SPHERE OF ACTION

The League's sphere of action comprises all rights and obligations deriving from the Covenant and from all treaties concluded and ratified since the entry into force of the Covenant, so far as they clearly confer rights and obligations on, and are accepted by, the League.

ACTION

The action of the League under this Covenant shall be effected through the instrumentality of an Assembly and of a Council, with a permanent Secretariat. (Art. 2, Covenant.)

The Council and the Assembly have each special powers and duties. Every year the Council places before the Assembly a report on the work accomplished.

The League is assisted in its work by subsidiary organisations, appointed by the Assembly and the Council. Also included in the League are the High Commissionership for the Free City of Danzig, the International Labour Office, the Permanent Court of International Justice, and six special institutions—the International Institute of Intellectual Co-operation (Paris), the International Institute for the Unification of Private Law (Rome), the International Educational Cinematographic Institute (Rome), the Nansen Office for Refugees (Geneva) and the International Centre for Research on Leprosy (Rio de Janeiro).

DIPLOMATIC PRIVILEGES AND IMMUNITIES

Representatives of the Members of the League and officials of the League when engaged on the business of the League shall enjoy diplomatic privileges and immunities. (Art. 7, para. 4, Covenant.)

OFFICIAL LANGUAGES

The official languages are French and English. Every representative who wishes to speak in another language must provide for the translation of his speech into French or into English.

Any Member of the League is entitled to request that the documents and publications of the League shall be regularly translated, printed and circulated in a language other than French or English, provided that it is prepared to bear the cost.

SEAT OF THE LEAGUE

The Seat of the League is established at Geneva. (Art. 7, para. 1, Covenant.)

The Council may at any time decide that the seat of the League shall be established elsewhere. (Art. 7, para. 2, Covenant.)

III. THE ORGANS OF THE LEAGUE

A. THE ASSEMBLY

COMPOSITION

The Assembly shall consist of representatives of the Members of the League. (Art. 3, para. 1, Covenant.) At meetings of the Assembly, each Member of the League shall have one vote, and may have not more than three representatives. (Art. 3, para. 4, Covenant.)

Each Member shall communicate the names of its representatives to the Secretary-General, if possible one week before the date fixed for the opening of the session. The full powers of such representatives shall be issued either by the Head of the State or by the Minister for Foreign Affairs.

MEETINGS

The Assembly shall meet at stated intervals and from time to time as occasion may require at the Seat of the League or at such other place as may be decided upon. (Art. 3, para. 2, Covenant.)

The ordinary session of the Assembly begins each year on the second Monday in September, unless that day falls after the 10th of the month.¹ In that case, the session begins on the first Monday.

¹ The first meeting of the Assembly and the first meeting of the Council shall be summoned by the President of the United States of America. (Art. 5, para. 3, Covenant.)

The Assembly may be convened in extraordinary session at the request of one or more Members transmitted by the Secretary-General to the other States Members and accepted by the majority of them within a period of one month.

It may also meet at such times as may have been fixed by the Assembly at a previous session or by a majority vote of the Council.

SEAT OF THE ASSEMBLY

The Assembly meets at the seat of the League or, in exceptional circumstances, at such other place as may be decided upon by the Assembly or a majority of the Council or approved by a majority of the Members of the League.

HOW THE ASSEMBLY IS SUMMONED

The Assembly is summoned to meet by the President of the Council acting through the Secretary-General. The necessary notifications are sent to the Members of the League of Nations four months before the date fixed for the beginning of the session. In exceptional cases, however, the Council, by a majority vote, may sanction a shorter period.

PRESIDENCY

The President of the Assembly is elected at the beginning of each session. Until the election has been held, it is the President of the Council who presides over the Assembly.

PROCEDURE

The Assembly's procedure is governed by the general intentions of the Covenant, and by the Rules of Procedure. (See the Rules of Procedure of the Assembly, latest edition, 1934, containing the amendments adopted at the second, third, fourth, ninth, eleventh, thirteenth and fifteenth Assemblies.)

AGENDA

The agenda for the session is drawn up by the Secretary-General with the approval of the President of the Council and communicated to the Members in full as far as possible four months before the date of the first meeting.

Up to one month before the date fixed for the opening meeting, any Member of the League may request the inclusion of additional items in the agenda. The Assembly decides whether these items, a supplementary list of which is first communicated to the Members of the League, shall be included in the agenda of the session.

The Assembly may in exceptional circumstances place additional items on its agenda; but, unless otherwise decided by a two-thirds majority of the Assembly, consideration of all such items is postponed until four days after they are placed on the agenda and until a Committee has reported upon them.

BUREAU OF THE ASSEMBLY

The President and six Vice-Presidents elected by the majority compose, with the Chairmen of the General Committees, the Bureau of the Assembly.

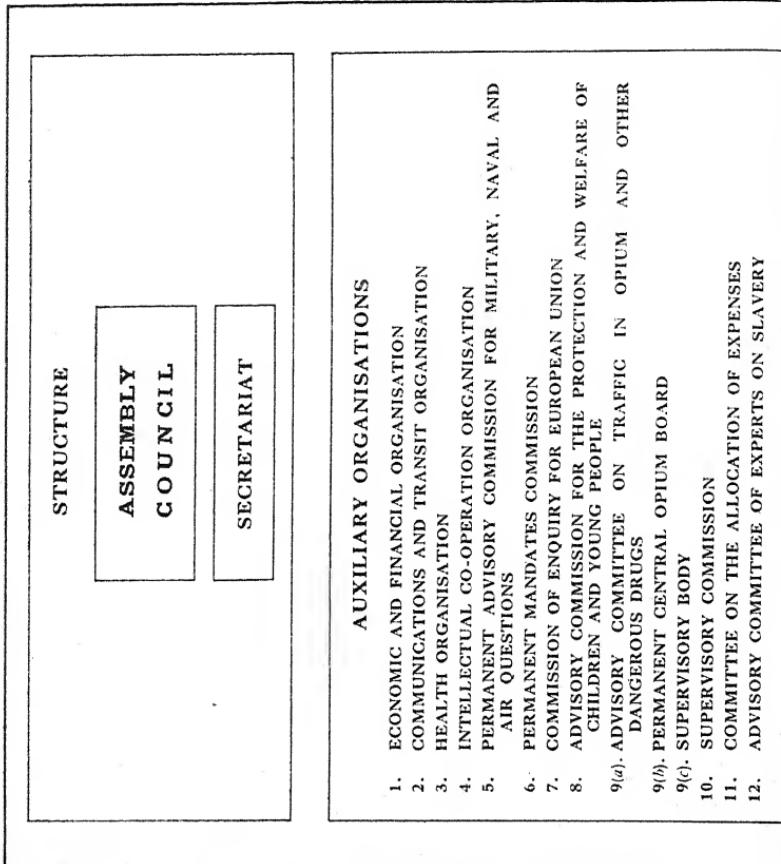
The practice is for the Assembly further to appoint the Chairman of the Agenda Committee and the Chairman of the Credentials Committee to be members of the Bureau.

PRINCIPAL COMMITTEES

The Assembly generally appoints six committees, to each of which each delegation may nominate a delegate and technical advisers.

These committees deal with :

- (1) Legal and constitutional questions;
- (2) Technical organisations, and the Intellectual Co-operation Organisation;



HIGH COMMISSARIAT FOR THE FREE CITY
OF DANZIG

INTERNATIONAL LABOUR ORGANISATION

CONFERENCE — GOVERNING BODY
INTERNATIONAL LABOUR OFFICE

PERMANENT COURT OF INTERNATIONAL JUSTICE

SPECIAL INSTITUTES

INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION (PARIS)
INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW
(ROME)
INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE (ROME)
NANSSEN INTERNATIONAL OFFICE FOR REFUGEES
INTERNATIONAL CENTRE FOR RESEARCH ON LEPROSY (RIO DE JANEIRO)

- (3) The reduction of armaments;
- (4) Budgetary questions;
- (5) Social and general questions;
- (6) Political questions (mandates, slavery, etc.).

The Assembly also sets up a Committee of nine members elected by itself on the proposal of the President to examine the credentials of delegates and an Agenda Committee, whose purpose is to draft proposals as to the procedure to be followed in regard to new questions to be placed on the Assembly agenda.

VOTING AND THE UNANIMITY RULE

Except where otherwise expressly provided in the Covenant or by the terms of the Peace Treaties, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting. (Art. 5, para. 1, Covenant.)

All matters of procedure at meetings of the Assembly or of the Council, including the appointment of Committees to investigate particular matters, shall be regulated by the Assembly or by the Council and may be decided by a majority of the Members of the League represented at the meeting. (Art. 5, para. 2, Covenant.)

The unanimity rule tends to give great weight to decisions of the organs of the League. Its inconvenience evidently is that it renders a decision more difficult or even impossible. But, in practice, the unanimity rule has not been an obstacle to the working of the League.

In practice, despite the existence of the rule, decisions tend to reflect the diversity of opposing policies. The solution ultimately reached by unanimity is fairly often a compromise which does not entirely satisfy either the majority or the minority. If they were rendered by a court, such compromise

solutions would be open to criticism; but neither the Council nor the Assembly are judicial bodies, but political organisms whose chief task is to find practical solutions within the Covenant, by means of conciliation, for international political problems.

(a) SCOPE OF THE RULE

1. The strictness of the unanimity rule is alleviated in the League constitution by two other rules. The unanimity in question is that of the Members represented at the meeting (Art. 5, para. 1, Cov.). Those absent are therefore not an obstacle to unanimity. Moreover, Members who are represented but who on a vote declare that they abstain are deemed to be absent. (See Assembly Rules, Art. 19, para. 5; Council Rules, Art. IX.)

2. As regards the question whether the parties' votes are to be counted in calculating the unanimity, their votes are definitely excluded in the case of procedure under Article 15 (para. 6), while Article 16 (para. 4) provides that any Member of the League may be declared no longer a Member by all the other Members of the Council (other than the party concerned).

But in other very important cases (Art. 10; Art. 11, para. 1; Art. 13, para. 4; Art. 16, para. 2; Art. 19), the Covenant is silent as to whether the parties are to be counted or not in calculating the unanimity.

Some argue *a contrario* that, where the Covenant has not expressly excluded the votes of the parties, they must be counted in reckoning unanimity. But others hold that the parties' votes must be excluded; for, if not, several articles of the Covenant would become inapplicable. For evidently it cannot be hoped to obtain the consent of the State against whom measures of pressure or sanctions are to be adopted.

(b) EXCEPTIONS TO THE RULE

1. " Except where otherwise expressly provided in this Covenant or by the terms of the present Treaty . . . decisions shall require the agreement of all the Members of the League represented at the meeting." (Treaty of Versailles and corresponding provisions of the other Peace Treaties.)

2. Special exceptions in the Covenant itself; these are four in number.¹

3. A general exception concerning questions of procedure at meetings of the Assembly and the Council (Art. 5, para. 2, Covenant). It is laid down that "the appointment of committees to investigate particular matters" is a question of procedure.

The distinction between questions of substance and of procedure is sometimes easy and at other times delicate.

(c) THE QUORUM

The Covenant does not specify that a minimum number of members must be present to enable the Council or the Assembly to discuss or vote. But the Council Rules of Procedure (Art. VIII) state that: "The Council shall not discuss or decide upon any matter unless the majority of its members are present". There is no such provision in the Assembly's Rules of Procedure.

¹ Art. 1, para. 2.—The admission of new members to the League is to be agreed to by a majority of two-thirds.

Art. 4, para. 2(b).—The Assembly shall fix by a two-thirds majority the Rules dealing with the election of the non-permanent members of the Council.

Art. 15, para. 10.—Where the procedure laid down in Art. 15 is applied, a report made by the Assembly, if concurred in by the Members of the League represented on the Council and by a majority of the other Members of the Assembly, has the same force as a report unanimously adopted by the Council.

Art. 26.—This article, which deals with amendments to the Covenant, is not an exception to the unanimity rule, but even provides that the amendments shall come into force only when ratified by the Members of the League composing the Council and by a majority of the others.

(d) A VOTE

Voting is generally open--by all-call or by show of hands; but decisions relating to individuals and elections of non-permanent Members of the Council are by ballot.

THE ADMISSION OF THE PUBLIC TO MEETINGS

The public is admitted to the plenary meetings of the Assembly on presentation of cards prepared on the instructions of the Secretary-General. The Assembly may decide that particular meetings shall be held in private.

COMPETENCE

The Assembly may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world. (Art. 3, para. 3, Covenant.)

The Council's competence is defined in the same terms (Art. 4, para. 4, Covenant). From this it follows that both the Assembly and the Council can deal with any question submitted to the League.

Several provisions of the Covenant entrust certain matters specially to the Assembly or to the Council. Several articles also provide that certain definite duties may be exercised concurrently by the Council or the Assembly—*i.e.*, either by the Council or by the Assembly.

SPECIAL POWERS OF THE ASSEMBLY

1. Art. 1, para. 2. The Assembly admits new members.
2. Art. 4, para. 1. The Assembly elects the non-permanent members of the Council.

Idem., para. 2. The Assembly approves the nomination by the Council of additional permanent members of the Council.

Idem., para. 2 *bis*. The Assembly approves the increase of the number of non-permanent members of the Council decided on by the Council.

3. Art. 6, para. 5. The Assembly draws up and approves the budget of the League and decides on the proportion to be borne by each member.
4. Art. 6, para. 2. The Assembly approves the appointment of the Secretary-General made by the Council.
5. Art. 19. The Assembly advises Members of the League to reconsider treaties which have become inapplicable.
6. Art. 26. The Assembly votes amendments to the Covenant.

PREROGATIVES COMMON TO THE ASSEMBLY AND TO THE COUNCIL

1. Art. 11, para. 2. The Assembly or the Council may have brought to its attention by a Member of the League any circumstance whatever affecting international relations.
2. Art. 14. The Assembly and the Council may ask the Permanent Court of International Justice for advisory opinions.
The Court Statute provides that judges are elected jointly by the Assembly and the Council.
3. Art. 15. If there should arise any dispute likely to lead to a rupture, this article provides for a procedure to be followed at the request of one of the States parties to the conflict. This procedure begins before the Council (para. 1) but is removed to the Assembly if the Council so decides or a party so requests (para. 9).

4. Art. 23. This article gives a certain number of tasks to the League without specifying whether the Assembly or the Council shall have charge of them. In fact, the two bodies, following the principles laid down in Articles 3, para. 3, and 4, para. 4, have both helped to perform these tasks:

Para. (c). Repression of the traffic in women and children and of the traffic in opium and other dangerous drugs.

Para. (d). Supervision of the trade in arms and munitions with certain countries.

Para. (e). Freedom of communications and transit.

Para. (f). Health questions.



CHRONOLOGICAL TABLE OF THE SESSIONS
OF THE ASSEMBLY

		States taking part	President
I.	15 Nov.—18 Dec. 1920	41	M. Paul HYMANS (Belgium).
II.	5 Sept.—5 Oct. 1921	43	Jonkheer VAN KARNEBEEK (Netherlands)
III.	4 Sept.—30 Sept. 1922	46	St. Augustin EDWARDS (Chile)
IV.	3 Sept.—29 Sept. 1923	49	Sr. Cosme DE LA TORRIENTE Y PERAZA (Cuba)
V.	1 Sept.—2 Oct. 1924	50	M. Giuseppe MOTTA (Switzer- land)
VI.	7 Sept.—26 Sept. 1925	49	The Hon. Raoul DANDURAND (Canada)
Extra.	8 Mar.—17 Mar. 1926	48	M. Affonso COSTA (Portugal)
VII.	6 Sept.—21 Sept. 1926	41	Dr. Momchilo NINTCHITCH (Yugoslavia)
VIII.	5 Sept.—27 Sept. 1927	49	Dr. Alberto GUANI (Uruguay)
IX.	3 Sept.—26 Sept. 1928	50	M. Herluf ZAHL (Denmark)
X.	2 Sept.—25 Sept. 1929	54	M. Gustavo GUERRERO (Salvador)
XI.	10 Sept.—4 Oct. 1930	52	M. Nicolas TITULESCO (Roumania)
XII.	7 Sept.—29 Sept. 1931	53	M. Nicolas TITULESCO (Roumania)
XIII.	26 Sept.—17 Oct. 1932	55	M. Nicolas POLITIS (Greece)
Extra.	3 Mar.—30 Apr. 1932 (rst-5th meeting)	50	M. Paul HYMANS (Belgium)
	1 July—18 July (6th-9th meeting)		
	6 Dec.—8 Dec. (9th-15th meeting)		
	21 Feb.—24 Feb. 1933 (16th-18th meeting)		
XIV.	25 Sept.—11 Oct. 1933	54	Mr. C. T. DE WATER (Union of South Africa)
XV.	10 Sept.—27 Sept. 1934	54	M. R. T. SANDLER (Sweden)
Extra.	20 Nov.—24 Nov. 1934	52	M. Francisco CASTILLO NAJERA (Mexico)
XVI.	9 Sept.—28 Sept. 1935 / 9 Oct.—11 Oct. 1935	54 55	M. Eduard BENES (Czechoslovakia).

B. THE COUNCIL

COMPOSITION

The Council shall consist of representatives of the Principal Allied and Associated Powers (the United States of America, the United Kingdom, France, Italy and Japan), together with representatives of four other Members of the League. These four Members of the League shall be selected by the Assembly from time to time in its discretion. Until the appointment of the representatives of the four Members of the League first selected by the Assembly, representatives of Belgium, Brazil, Spain and Greece shall be members of the Council. (Art. 4, para. 1, Covenant.)¹

With the approval of the majority of the Assembly, the Council may appoint additional Members of the League whose representatives shall always be Members of the Council.

The Council may, with the like approval, increase the number of Members of the League to be selected by the Assembly for representation on the Council. (Art. 4, para. 2, Covenant.)

The Assembly shall fix by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council, and particularly such regulations as relate to their term of office and the conditions of re-eligibility. (Art. 4, para. 2b, of the Covenant; Amdt. of July 29th, 1926.)

¹ By virtue of this designation, these four States were the first non-permanent Members of the Council.

When the League was founded, the Council thus contained five permanent Members, the representatives of the Principal Allied and Associated Powers (British Empire or United Kingdom, United States of America, France, Italy and Japan), and four non-permanent Members. But as the United States did not ratify any of the Peace Treaties incorporating the League of Nations, they did not become members of the League and did not sit on the Council. Thus the number of permanent Members was four until September 8th, 1926, when Germany was appointed a permanent Member. On September 18th, 1934, the Union of Soviet Socialist Republics was also made a permanent Member and the number was thus six. But Japan and Germany having withdrawn from the League during 1935, there are again only four permanent Members.¹

The number of non-permanent Members has also varied. It was raised successively from six to nine. For the years 1933-1936, the number of non-permanent seats has been provisionally increased from nine to ten. Thus, at present, the Council has fourteen Members—four permanent and ten non-permanent.

Any Member of the League not represented on the Council shall be invited to send a representative to sit as a member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member of the League. (Art. 4, para. 5, of the Covenant.)

¹ Following a communication from the Chinese Minister in London, dated May 21st, 1935, in which the Chinese Government drew attention to the inadequate representation of Asia on the Council under the present system, and proposed that measures should be taken to ensure a seat for China, the Council, on September 26th, 1935, appointed a committee to consider both the general question of the Council's composition and the Chinese Government's proposals.

At meetings of the Council, each Member of the League represented on the Council shall have one vote, and may have not more than one representative. (Art. 4, para. 6, Covenant.)

SYSTEM OF ROTATION

Each year, during its ordinary session, the Assembly elects three of the nine non-permanent Members of the Council. These are elected for a period commencing immediately after their election and terminating on the day on which the Assembly, three years later, conducts the elections. (Resolution of the Assembly of September 15th, 1926.) Within three years, therefore, every one of the nine seats comes up to be filled by the Assembly.

ELIGIBILITY AND RE-ELIGIBILITY

No Member of the League may be elected a non-permanent Member of the Council unless he has himself put forward his candidature, or his candidature has been proposed by another Member of the League, at least forty-eight hours before the elections. The elections may not take place before the seventh day of the Assembly. Notice of candidature must be submitted in writing to the Secretary-General, who will at once inform the Assembly.

A retiring Member can, during the period between the expiration of his term of office and the third election in ordinary session following, be re-elected only if, at the expiration of his term of office and during this period of three years, the Assembly previously decides by a two-thirds majority that he is re-eligible. Each claim to re-eligibility is settled separately by the Assembly, voting by ballot.

The Assembly can only give a decision as to the re-eligibility of a Member on the written request of that Member. Nevertheless, the number of Members re-elected is limited to the

extent that not more than three Members so elected may sit on the Council at any one time.

The Assembly may at any time decide, by a two-thirds majority, to proceed in accordance with Article 4 of the Covenant to a new election of all the non-permanent Members of the Council. (Resolution of the Assembly, September 15th, 1926.)

MEETINGS

The Council shall meet from time to time as occasion may require, and at least once a year, at the seat of the League, or at such other place as may be decided upon. (Art. 4, para. 3, Covenant.)

According to present practice, the Council meets in the regular course in ordinary session four times a year—namely, on the third Monday in January, the second Monday in May, three days before the meeting of the Assembly, and for a fourth session at some date to be determined by the President of the Council shortly after the election by the Assembly of the non-permanent Members of the Council. The Council may always decide to meet in extraordinary session (decision of the Council of May 26th, 1933).

The Council must meet, if necessary in extraordinary session, at the request of any Member of the League of Nations, in the circumstances to which Articles 11, 15 and 17 of the Covenant relate.

THE COUNCIL'S MEETING-PLACE

Meetings of the Council take place at the seat of the League, unless the majority of Members of the Council consider that it should meet elsewhere.

PRESIDENCY

Representatives with seats on the Council preside at its sessions in rotation in the alphabetical order of the names in French of the countries they represent. The functions of Presidents begin, in principle, with the beginning of an ordinary session, and end with the opening of the next ordinary session. Extraordinary sessions are presided over by the President in office at the time (decision of the Council of May 26th, 1933).

PROCEDURE

The Council determines its own procedure. (See the Rules of Procedure adopted by the Council on May 26th, 1933.)

VOTING

Except where otherwise expressly provided in the Covenant, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League represented at the meeting. (Art. 5, para. 1, Covenant.)

All matters of procedure at meetings of the Assembly or of the Council, including the appointment of committees to investigate particular matters, shall be regulated by the Assembly or by the Council and may be decided by a majority of the Members of the League represented at the meeting. (Art. 5, para. 2, Covenant.)

The discussions and decisions of the Council are not valid unless the majority of its Members are present (Rule of Procedure of May 26th, 1933).

PUBLICITY OF MEETINGS

Meetings of the Council are, in general, public; but private and secret meetings are also held. At the beginning of each

session the Council holds a private meeting to adopt its agenda.

COMPETENCE OF THE COUNCIL

The Council may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world. (Art. 4, para. 4, Covenant.)

If a question is laid before the Council under any particular article of the Covenant, it may declare itself competent in respect of any other article of the Covenant. (Council, December 6th, 1927.)

PREROGATIVES COMMON TO THE ASSEMBLY AND THE COUNCIL

(See page 30.)

SPECIAL POWERS OF THE COUNCIL

1. Art. 4, para. 2. The Council names additional permanent Members of the Council (with the Assembly's approval).

Idem., para. 3. The Council decides to increase the number of non-permanent Members of the Council (with the Assembly's approval).

2. Art. 6, para. 2. The Council appoints the Secretary-General (with the Assembly's approval).

Idem., para. 3. The Council approves the appointments to the staff of the Secretariat made by the Secretary-General.

3. Art. 7, para. 2. The Council may at any time decide that the seat of the League shall be established elsewhere than at Geneva.

4. Art. 8, para. 2. The Council formulates plans for the reduction of armaments.

Idem., para. 4. The Council authorises the limits of armaments adopted by the Governments to be exceeded.

Idem., para. 5. The Council is to "advise how the evil effects attendant on the manufacture by private enterprise of munitions and implements of war can be prevented".

5. Art. 10. The Council shall advise upon the means of respecting and preserving, as against external aggression, the territorial integrity and existing political independence of all Members of the League.

6. Art. 11, para. 1. In the event of any war or threat of war, the Council shall meet at the request of any Member of the League.

7. Art. 13, para. 4. The Council shall propose what steps shall be taken to give effect to arbitral awards or judicial decisions.

8. Art. 14. The Council was to formulate and submit to the Members of the League for adoption plans for the establishment of a Permanent Court of International Justice.

9. Art. 16, para. 2. The Council recommends military sanctions.

Idem., para. 4. The Council may declare any Member of the League which has violated any Covenant of the League to be no longer a Member.

10. Art. 17, para. 1. In the event of a dispute between a Member of the League and a State which is not a

Member, or between States not members, the State or States not members shall be invited to accept the obligations of membership in the League for the purposes of such dispute upon such conditions as the Council may deem just.

Idem., paras. 2 and 4. In such a case, the Council shall institute an enquiry and make recommendations.

11. Art. 22, paras. 7, 8 and 9. The Council has competence in all questions concerning territories under colonial mandate (see page 145).

12. Art. 24, para. 2. Consent of the Council required for the collection and distribution of information by the Secretary-General.

Idem., para. 3. The Council may include as part of the expenses of the Secretariat the expenses of any bureau or Commission which is placed under the direction of the League.

13. The Treaty of Versailles provides, in a number of its articles, apart from those which constitute the Covenant of the League of Nations, that the Council shall be competent to make decisions in respect of certain questions, particularly as regards Austria (inalienability of her independence except with the Council's consent), investigations concerning armaments in Germany, etc.

14. PROTECTION OF MINORITIES: (See chapter on the subject, page 153.)

15. ADMINISTRATIVE DUTIES

(a) The Council has certain administrative duties under the Peace Treaties and other treaties, conventions, statutes and protocols in force. (See: "Free City of Danzig", page 158.)

(b) Under several articles in the Peace Treaties, treaties, conventions, protocols and statutes in force, the Council has the right of appointing arbiters and commissioners; thus the Council appoints :

1. The President of the Mixed Commission in Upper Silesia, as provided by the German-Polish Convention relating to Upper Silesia, to give judgment on petitions from persons belonging to a minority.
2. The President of the Mixed Arbitral Tribunal of Upper Silesia, as provided by the German-Polish Convention relating to Upper Silesia. If, in an Upper-Silesian affair, the judgment or decision depends upon the interpretation of an article of the said Convention, each party to the dispute may, up to the end of the discussion in the superior court, ask that the question of interpretation be referred to the Arbitral Tribunal.
3. The Permanent Technical Hydraulic System Commission of the Danube.
4. The President of the Danzig Harbour and Waterways Boards.
5. The Auditor of the League of Nations. (See : " League of Nations Budget, Audit of Accounts ".)
6. The Trustees for the various League loans.
7. The Members of the International Agricultural Mortgage Credit Company.
8. The Administrative Tribunal of the League of Nations. The three chief judges and the three deputy judges are appointed by the Council for a term of three years. The Tribunal has power to deal with claims concerning the non-observance of the regulations governing the appointment contracts of the staff of the Secretariat or of the International Labour Office,

and to give decisions on all disputes with regard to indemnities, pensions and the principles established for carrying out the regulations.

ALLOTMENT OF SUBJECTS DEALT WITH BY THE COUNCIL

At its last ordinary session in each year, the Council draws up a list of Rapporteurs for the different subjects with which it habitually deals. These are as follows :

(1) Financial questions, (2) Economic questions, (3) Transit questions, (4) Health questions, (5) Legal questions, (6) Budgetary and administrative questions, (7) Mandates, (8) Minorities, (9) Disarmament, (10) The Saar, (11) Danzig, (12) Intellectual co-operation, (13) Opium, (14) Traffic in women and children, (15) Child welfare and other social questions, (16) Refugees.

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS

	Year	Number of meetings	President
1920			
1. Paris	Jan. 16	1	M. Léon BOURGEOIS (France)
2. London	Feb. 11 and 12	6	Rt. Hon. Arthur James BALFOUR (United Kingdom)
3. Paris	Mar. 12 and 13	2	M. Léon BOURGEOIS (France)
4. Paris	Apl. 9-11	4	M. Léon BOURGEOIS (France)
5. Rome	May 14-19	9	M. Tommaso TITTONI (Italy)
6. London	June 14-16	4	Lord CURZON OF KEDLESTON (United Kingdom)
7. London	July 9-11	6	Rt. Hon. Arthur James BALFOUR (United Kingdom)
8. San Sebastian	July 30-Aug. 5	10	M. José QUINONES DE LEÓN (Spain)
9. Paris	Sept. 16-20	7	M. Léon BOURGEOIS (France)
10. Brussels	Oct. 20-28	12	M. Paul HYMANS (Belgium)
11. Geneva	Nov. 14-Dec. 18	15	M. Paul HYMANS (Belgium)
1921			
12. Paris	Feb. 21-Mar. 4	18	M. Gastao DA CUNHA (Brazil)
13. Geneva	June 17-28	21	Viscount Kikujiro ISHII (Japan)
14. Geneva	Aug. 30-Oct. 12	14	M. Wellington KOO (China)
15. Paris	Nov. 16-19	6	M. Paul HYMANS (Belgium)

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS
(continued)

Year	Number of meetings	President
1922		
16. Geneva	Jan. 10-14	13 M. Paul HYMANS (Belgium)
17. Paris	Mar. 24-28	6 M. Paul HYMANS (Belgium)
18. Geneva	May 11-17	12 M. José QUINONES DE LEÓN (Spain)
19. London	July 17-24	13 M. José QUINONES DE LEÓN (Spain)
20. Geneva	Aug. 31 and Oct. 4	2 M. José QUINONES DE LEÓN (Spain)
21. Geneva	Aug. 31-Oct. 4	19 M. DOMICIO DA GAMA (Brazil)
22. Geneva	Aug. 31-Oct. 4	8 M. DOMICIO DA GAMA (Brazil)
1923		
23. Paris	Jan. 29-Feb. 3	14 M. René VIVIANI (France)
24. Geneva	Apl. 17-23	14 Rt. Hon. Edward WOOD (United Kingdom)
25. Geneva	July 2-7	13 M. Antonio SALANDRA (Italy)
26. Geneva	Aug. 31-Sept. 29	24 Viscount Kikujirō ISHII (Japan)
27. Paris	Dec. 10-20	12 M. Hjalmar BRANTING (Sweden)
1924		
28. Geneva	Mar. 10-15	11 M. Alberto GUANI (Uruguay)
29. Geneva	June 11-17	7 M. Eduard Beneš (Czechoslovakia)
30. Geneva	Aug. 29-Oct. 3	20 M. Paul HYMANS (Belgium)
31. Brussels	Oct. 27-31	4 M. Paul HYMANS (Belgium)
32. Rome	Dec. 8-13	11 M. Afranio DE MELLO-FRANCO (Brazil)
1925		
33. Geneva	Mar. 9-14	12 Rt. Hon. Sir AUSTEN CHAMBERLAIN (United Kingdom)
34. Geneva	June 8-11	8 M. José QUINONES DE LEÓN (Spain)
35. Geneva	Sept. 2-28	17 M. Paul PAINLEVÉ (France)
36. Paris	Oct. 26-30	5 M. Aristide BRIAND (France)
37. Geneva	Dec. 7-16	15 M. Vittorio SCIALOJA (Italy)

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS
(continued)

	Year	Number of meetings	President
1926			
38. Geneva	Feb. 12	1	M. Carlo GARBASSO (Italy)
39. "	Mar. 8-18	7	Viscount Kikujiro ISHII (Japan)
40. "	June 7-10	5	M. Alberto GUANI (Uruguay)
41. "	Sept. 2-7	5	M. Eduard BENEŠ (Czechoslovakia)
42. "	Sept. 16-20	3	M. Eduard BENEŠ (Czechoslovakia)
43. "	Dec. 6-11	6	M. VANDERVELDE (Belgium)
1927			
44. Geneva	Mar. 7-12	8	Dr. Gustav STRESEMANN (Germany)
45. "	June 13-17	6	Rt. Hon. Sir AUSTEN CHAMBERLAIN (United Kingdom)
46. "	Sept. 1-15	7	M. Enrique VILLEGAS (Chile)
47. "	Sept. 17-28	8	M. Enrique VILLEGAS (Chile)
48. "	Dec. 5-12	8	M. TCHENG-LOH (China)
1928			
49. Geneva	Mar. 5-10	10	M. Francisco José URRUTIA (Colombia)
50. "	June 4-9	9	M. Aristides DE AGÜERO Y BETHAN-COURT (Cuba)
51. "	Aug. 30-Sept. 8	7	M. H. J. PROCOPIÉ (Finland)
52. "	Sept. 12-26	6	M. H. J. PROCOPIÉ (Finland)
53. Lugano	Dec. 10-15	7	M. Aristide BRIAND (France)
1929			
54. Geneva	Mar. 4-9	7	M. Vittorio SCALOJA (Italy)
55. Madrid	June 10-15	5	M. Minetciro ADATCI (Japan)
56. Geneva	Aug. 30-Sept. 6	3	H.H. Ali Khan FOROUGHI (Persia)
57. "	Sept. 13-25	3	H.H. Ali Khan FOROUGHI (Persia)
1930			
58. Geneva	Jan. 13-16	7	M. Auguste ZALESKI (Poland)
59. "	May 12-15	4	M. Vojislav MARINKOVITCH (Yugoslavia)
60. "	Sept. 8-12	3	M. Cesar ZUMETA (Venezuela)
61. "	Sept. 17-Oct. 3	8	M. Cesar ZUMETA (Venezuela)

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS

(continued)

	Year	Number of meetings	President
1931			
62. Geneva	Jan. 19-24	9	Rt. Hon. Arthur HENDERSON (United Kingdom)
63. "	May 18-23	6	M. Julius CURTIUS (Germany)
64. "	Sept. 1-14	4	M. Alejandro LERROUX (Spain)
65. " "	Sept. 19-30	20	M. Alejandro LERROUX (Spain)
65. Paris	Oct. 13-24	20	M. Aristide BRIAND (France)
	Nov. 16-Dec. 10	20	M. Aristide BRIAND (France)
1932			
66. Geneva	Jan. 25-Feb. 29	16	M. Joseph PAUL-BONCOUR (France)
"	Apr. 12-15	16	M. Joseph PAUL-BONCOUR (France)
67. "	May 9-July 15	10	M. José MATOS (Guatemala)
68. "	Sept. 23-Oct. 3	4	M. Eamon DE VALERA (Irish Free State)
69. "	Oct. 3-Dec. 19	16	M. Eamon DE VALERA (Irish Free State)
1933			
70. Geneva	Jan. 24-Feb. 3	7	M. Pompeo ALOISI (Italy)
71. "	Feb. 21-Mar. 18	5	M. Pompeo ALOISI (Italy)
72. "	May 15-20	2	Count PIOLA CASELLI (Italy)
73. "	May 22-June 7	6	M. F. CASTILLO NAJERA (Mexico)
74. "	July 3	2	M. F. CASTILLO NAJERA (Mexico)
75. "	Aug. 3	1	M. F. CASTILLO NAJERA (Mexico)
76. "	Sept. 22-29	4	M. Joh. Ludovic MOWINCKEL (Norway)
77. "	Oct. 4-26	5	M. Raúl AMADOR (Panama)
1934			
78. Geneva	Jan. 15-20	5	M. Joseph BECK (Poland)
79. "	May 14-19	5	M. Augusto DE VASCONCELLOS (Portugal)
80. "	May 30-June 7	6	M. Augusto DE VASCONCELLOS (Portugal)
81. "	Sept. 7-15	3	M. Eduard BENES (Czechoslovakia)
82. "	Sept. 19-28	5	M. Eduard BENES (Czechoslovakia)
83. "	Dec. 5-11	7	M. Eduard BENES (Czechoslovakia)
			M. Augusto DE VASCONCELLOS (Portugal)

CHRONOLOGICAL TABLE OF COUNCIL SESSIONS
(continued)

Year		Number of meetings	President
	1935		
84.	Geneva Jan. 11-17	9	M. RÜSTÜ ARAS (Turkey)
85.	" April 15-17	4	M. RÜSTÜ ARAS (Turkey)
86.	" May 20-25	6	M. MAXIME LITVINOFF (U.S.S.R.)
87.	" July 31-Aug. 3	2	M. MAXIME LITVINOFF (U.S.S.R.)
88.	" Sept. 5-13	5	M. RUIZ GUIÑAZÚ (Argentine)
89.	" Sept. 17-Dec. 19	10	M. RUIZ GUIÑAZÚ (Argentine)

COMPOSITION OF THE COUNCIL
(for the Period 1935-1936.)

Members of the League represented on the Council	Date of Election
ARGENTINE REPUBLIC	October 2nd, 1933
AUSTRALIA	October 2nd, 1933
UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND..	Permanently represented
CHILE.....	September 17th, 1934
DENMARK	October 2nd, 1933
ECUADOR.....	September 16th, 1935
FRANCE	Permanently represented
ITALY.....	Permanently represented
POLAND	September 16th, 1935 (re-elected)
PORTUGAL	October 9th, 1933
ROUMANIA	September 16th, 1935
SPAIN	September 17th, 1934 (re-elected)
TURKEY.....	September 17th, 1934
UNION OF SOVIET SOCIALIST REPUBLICS	Permanently represented

STATES THAT HAVE BEEN NON-PERMANENT
MEMBERS OF THE COUNCIL

Period during which
the country was a
Member of the Council

Name of Country	Art. 4, para. I.	1 January 1921	1 January 1922	1 January 1923	1 January 1924	1 January 1925	1 January 1926	16 September 1926	15 September 1927	10 September 1928	9 September 1929	17 September 1930	14 September 1931	3 October 1932	9 October 1933	17 September 1934	16 September 1935	1936	1937	1938	
Argentine																					
Australia																					
Belgium																					
Brazil																					
Canada																					
Chile																					
China																					
Colombia																					
Cuba																					
Czechoslovakia																					
Denmark																					
Ecuador																					
Finland																					
Greece																					
Guatemala																					
Iran																					
Irish Free State																					
Mexico																					
Norway																					
Netherlands																					
Panama																					
Peru																					
Poland																					
Portugal																					
Roumania																					
Salvador																					
Spain																					
Sweden																					
Turkey																					
Uruguay																					
Venezuela																					
Yugoslavia																					

SDN 5550

The first four non-permanent Members of the Council were appointed by Article 4, paragraph 1, of the Covenant.

From 1920 onwards, the non-permanent Members were elected by the Assembly for a period of one year as from January 1st following their election.

On September 15th, 1926, the Assembly changed the procedure for the election of non-permanent Members of the Council and introduced a strict system of rotation (see page 35). In conformity with the transitional rules which it adopted in introducing this system, the Assembly, on September 16th, 1926, elected Belgium, Salvador and Czechoslovakia as Members of the Council for one year, China, Colombia and the Netherlands for two years, and Chile, Poland and Roumania for three years.

Since that time, the non-permanent Members are elected for a term commencing immediately on their election and ending on the day of the elections held by the Assembly three years later.

Under the rules introduced in 1926, however, any Member may be declared re-eligible by a vote of the Assembly, and this has actually been done in the case of certain countries.

On September 16th, 1926, for example, the Assembly declared Poland re-eligible, a similar decision being taken in regard to Spain on September 10th, 1928. These two countries were again declared re-eligible, the first on September 9th, 1929, October 3rd, 1932, and September 16th, 1935; the second on September 15th, 1931, and September 17th, 1934.

On October 9th, 1933, the Assembly elected Portugal to a new non-permanent seat provisionally created under decisions of the Council and Assembly.

C. THE PERMANENT SECRETARIAT

The permanent Secretariat is established at the seat of the League. The Secretariat comprises a Secretary-General and such secretaries and staff as may be required. (Art. 6, para. 1, Covenant.)

It represents the Civil Service of the League. The staff is appointed by the Secretary-General with the approval of the Council. The officials of the Secretariat of the League are exclusively international officials, having international and not national duties. They are responsible to the Secretary-General and may not seek or receive instructions from any Government or other authority outside the Secretariat.

Officials of the League engaged on the business of the League enjoy diplomatic privileges and immunities. (Art. 7, para. 4, Covenant.)

All positions under or in connection with the League, including the Secretariat, are open equally to men and women. (Art. 7, para. 3, Covenant.)

In 1932, the Assembly decided that the Secretary-General and all officials of the rank of Director or above should in future make the following declaration of loyalty before the Council in public session :

"I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as [Secretary-General] of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view and not to seek or receive instructions from any Government or other authority external,

For the Secretary-General : "to the League of Nations".

For the Other Officials : "to the Secretariat of the League of Nations".

and that officials of Division I below the rank of Director should make and sign a similar declaration before the Committee on Appointments, and officials of Divisions II and III before the Sub-Committee on Appointments.¹

It further decided, in view of the principle of universality of the League of Nations, that it would be advisable, when the posts of principal officers in the Secretariat were being filled, to take also into account the chief geographic divisions, in conformity with the principles adopted for the composition of other leading bodies of the League of Nations.

The Secretary-General is appointed for ten, the Deputy Secretaries-General for eight and the Under-Secretaries-General for seven years. The appointment of the Secretary-General may be renewed for three years, those of the Deputy Secretaries-General for five years and those of the Under-Secretaries-General for a further period of seven years.

A further point of agreement was that, in order to give effect to the previous wishes of the Assembly that a more equitable distribution of nationalities be effected, not more than two nationals of any one Member of the League should be included among the high officials of the Secretariat (Secretary-General, Deputy Secretaries-General, Legal Adviser and Under-Secretaries-General, and Directors), and that the principle should be carried into effect at the earliest possible moment, existing contracts remaining unaffected.

Officials appointed to posts before January 1st, 1931, and those appointed after that date for a period of not less than seven years, are subject to the regulations setting up a Staff Pensions Fund. (Assembly resolution of October 2nd, 1930.) The Pensions Fund is managed by an Administrative Board. The League guarantees payment of all annuities or capital sums falling due under the Regulations.

The staff of the Secretariat is divided according to the nature of its duties into three divisions. First Division : (a) Principal

¹ These two bodies are part of the internal organisation of the Secretariat.

officers : Secretary-General, Deputy Secretaries-General, Under-Secretaries-General, Legal Adviser, Directors of Section; (b) Chiefs of Section, Counsellors, Members of Section and assimilated officials, Revisers, Interpreters, Translators and *Précis*-Writers. Second Division : internationally recruited officials and locally recruited officials (Secretaries, Shorthand-typists, miscellaneous employees). Third Division : Office-keepers, Porters, Messengers, etc.¹

At present, 50 nationalities are represented on the staff of the Secretariat, which numbers nearly 600 individuals.

THE SECRETARY-GENERAL

The first Secretary-General is named in the Annex to the Covenant; thereafter the Secretary-General will be appointed by the Council with the approval of the majority of the Assembly. (Art. 6, para. 2, Covenant.)

The present Secretary-General is M. Joseph Avenol, who was unanimously appointed by the Council on October 15th, 1932. The Council's resolution was ratified by the Assembly of the League on December 9th, 1932. M. Avenol, who was appointed Deputy Secretary-General in 1923, entered upon his duties on July 1st, 1933, when he succeeded Sir Eric Drummond, first Secretary-General, named in the Annex to the Covenant, who had tendered his resignation on January 23rd, 1932.

The new Secretary-General is assisted by two Deputy Secretaries-General—M. P. de Azcarate (Spanish) and M. Massimo Pilotti (Italian)—and by two Under-Secretaries-General—Mr. F. P. Walters (British) and M. M. Rosenberg (national of the U.S.S.R.).

¹ The Administrative Tribunal of the League of Nations has power to deal with claims concerning the non-observance of the regulations governing the appointment contracts of the staff of the Secretariat or of the International Labour Office, and to give decisions on all disputes with regard to indemnities, pensions and the principles established for carrying out the regulations.

FUNCTIONS OF THE SECRETARY-GENERAL

1. PREPARATION OF THE WORK OF THE LEAGUE OF NATIONS AND EXECUTION OF ITS DECISIONS.

The Secretary-General of the League acts in that capacity at all meetings of the Assembly and of the Council. (Art. 6, para. 4, Covenant.)

He is responsible for the organisation of the Secretariat both of the Assembly and the Assembly Committees.

He is in close personal touch with the Assembly and with the members of the committees and conferences meeting under the auspices of the League of Nations. He it is who is responsible "for keeping all the committees and conferences in mind of the general policy of the League and thus helping them to arrive at decisions which are in harmony with the grand aims of which the League is the conscious expression".¹

It is he who ensures liaison and co-operation between the different organs of the League of Nations, and between these organs and Member and non-member States.

In all matters of international interest which are regulated by general Conventions but which are not placed under the control of international bureaux or commissions, it is the duty of the Secretariat, subject to the consent of the Council and if desired by the parties, to collect and distribute all relevant information, and to render any other assistance which may be necessary or desirable. (Art. 24, para. 2, Covenant.)

2. DIRECTION OF THE SECRETARIAT.

The Secretary-General appoints and removes all the officials of the Secretariat, subject to the approval of the Council. (Art. 6, para. 3, Covenant.)

¹ See "Organisation of the Secretariat and of the International Labour Office" (document A.3.1921).

It is he who is responsible for the general direction of the work of all the Sections in so far as policy or decisions upon questions of principle are involved.

He maintains close relations with the important political centres of the world.

3. POWERS IN RESPECT OF THE MAINTENANCE OF PEACE.

In the event of war or a threat of war, the League is required to take any action that may be deemed wise and effectual to safeguard the peace of nations. Should any such emergency arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council. (Art. 11, para. 1, Covenant.)

The Secretary-General makes all necessary arrangements for the full investigation and consideration of any dispute arising between Members of the League and submitted to the Council by one of the parties. (Art. 15, para. 1, Covenant.)

On the submission to the Council of a case or dispute which has been placed on the agenda under paragraph 2 of Article 11 or other articles of the Covenant, such as Articles 13 or 15, the Secretary-General immediately communicates with the interested parties, drawing their attention to the necessity of taking whatever steps may be necessary or useful to prevent anything occurring in their respective territories which might prejudice the examination or settlement of the question by the Council and requesting them in the name of the Council to forward their replies to him without delay for communication to the Council and to inform him of the steps which have been taken. (Council, June 7th, 1928.)

4. TREATY REGISTRATION.

Every treaty or international engagement entered into hereafter by any Member of the League shall be forthwith registered with the Secretariat and shall

as soon as possible be published by it. No such treaty or international engagement shall be binding until so registered. (Art. 18, Covenant.)

By December 31st, 1935, 3,798 treaties or international engagements had been registered. On the same date, the Secretariat had issued 156 volumes containing 3,600 treaties. The publication of 198 treaties is proceeding. The treaties are published in the two official languages of the League and in their original text, if this is not French or English.

ORGANISATION OF THE SECRETARIAT

Administratively, the Secretariat consists of the offices of the Secretary-General, the Deputy Secretaries-General and Under-Secretaries-General, fourteen Sections, various administrative services, auxiliary offices in different countries, and a Library. (Tel. 28.000; telegraphic address : Nations, Genève.)

A. SECTIONS.

- I. Central.
- II. Political Section.
- III. Legal Section.
- IV. Information Section.
- V. Minorities Section.
- VI. Mandates Section.
- VII. Disarmament Section.
- VIII. Financial Section and Economic Intelligence Service.
- IX. Section of Economic Relations.
- X. Communications and Transit Section.
- XI. Health Section.
- XII. International Bureaux and Intellectual Co-operation Section.
- XIII. Opium Traffic and Social Questions Section.
- XIV. Treasury.

B. ADMINISTRATIVE SERVICES.

1. Personnel Office and Medical Service.
2. Document Service :
 - (a) Chief of Service and Office.
 - (b) French and English Précis-Writing, Translating and Interpreting Departments.
3. Publications Service and Reproduction of Documents :
 - (a) Chief of Service and Office.
 - (b) Publications.
 - (c) Printing.
 - (d) Duplicating and Multigraph.
 - (e) Draughtsmen.
4. Internal Services :
 - (a) Chief of Internal Services and Office.
 - (b) Contracts and Supplies Branch.
 - (c) Telephone Operators.
 - (d) Superintendence of Premises and House Staff.
5. Registry and Indexing Branch.
6. Distribution of Documents and Mailing.
7. Shorthand-Typewriting Service.
8. Secretariat of the Administrative Board of the Staff Pensions Fund.

C. LIBRARY.

IV. AUXILIARY ORGANISATIONS

The object of the auxiliary organisations is to assist the Council or Assembly with their advice, and at the same time to facilitate the performance by the different States of the duties devolving upon them. Generally speaking, they may be regarded as experts of the League of Nations who prepare the work of the principal organs. They have been created under resolutions of the Council or Assembly. In some cases, provision is even made for their establishment in the Covenant or in a special treaty. The majority are composed of persons appointed directly by the organs of the League. In certain cases the nominations are made by the States themselves.

The question of the composition, appointment and renewal of the term of office of the League's committees has been investigated by the Secretary-General in pursuance of the Council's decision of January 17th, 1934. This enquiry, the results of which were communicated to the Assembly at its fifteenth session, was designed to show whether any corrections, adjustments or improvements should be made in the constitution and in the practice and procedure of the League committees. A special Committee of Experts appointed by the Council examined the Secretary-General's report in June 1935. In conformity with decisions of the Council and the Assembly, after an enquiry by the Secretary-General and by the Special Committee, the Council on January 24th, 1936 (90th session), adopted general regulations for League Committees.

The purpose of the regulations is to introduce more uniformity into the composition, appointment and working of these Committees, which have been requested to bring their own rules into line with them.

The auxiliary organisations are as follows :

1. Economic and Financial Organisation.
(See page 167.)
2. Communications and Transit Organisation.
(See page 182.)
3. Health Organisation.
(See page 191.)
4. Intellectual Co-operation Organisation.
(See page 198.)
5. Permanent Advisory Commission for Military, Naval and Air Questions.
(See page 101.)
6. Permanent Mandates Commission.
(See page 147.)
7. Commission of Enquiry for European Union.
(See page 164.)
8. Advisory Commission for the Protection and Welfare of Children and Young People.
(See page 205.)
9. (a) Advisory Committee on Traffic in Opium and Other Dangerous Drugs.
(See page 212.)
(b) Permanent Central Opium Board.
(See page 213.)
(c) Supervisory Body.
(See page 214.)
10. Supervisory Commission.
(See page 75.)
11. Committee on the Allocation of Expenses.
(See page 74.)
12. Advisory Committee of Experts on Slavery.
(See page 224.)

V. THE INTERNATIONAL LABOUR ORGANISATION

Parts XII and XIII of the various Peace Treaties concluded in 1919 were devoted to the International Labour Organisation. The Covenant itself makes the following reference to labour conditions :

Subject to and in accordance with the provisions of international Conventions existing or hereafter to be agreed upon, the Members of the League

will endeavour to secure and maintain fair and humane conditions of labour for men, women and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and for that purpose will establish and maintain the necessary international organisations. (Art. 23, para. (a), Covenant.)

The Preamble to the part of the Treaties of Peace which forms the charter of the Labour Organisation lays it down : (a) that social justice is recognised as a condition of universal peace; (b) that conditions of labour exist involving such injustice, hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; (c) that the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve conditions in their own countries.

CONSTITUTION AND ORGANISATION

The Members of the Organisation consist of all the Members of the League of Nations, which belong to it *ipso facto*, together with the United States, which joined specially, and Brazil, which remained a Member even after withdrawal from the League.

The main organs of the International Labour Organisation are the General Conference, the Governing Body of the International Labour Office and the International Labour Office.

The *General Conference*, which meets at least once each year, is composed of the representatives of all the Members of the Organisation. Each country is represented by four delegates, two for the Government and two for the employers and the workpeople respectively.

The *Governing Body* consists of thirty-two members; sixteen represent the Governments, eight the employers, and eight the workmen. Of the sixteen Government representatives, eight are appointed by the Members which are of the chief industrial importance, and eight are appointed by the other Government delegations at the Conference, with the exception of those of the eight Members mentioned above. The *Governing Body* meets approximately every three months.

The *International Labour Office* is a body of international officials similar to the Secretariat of the League of Nations. It is under a Director appointed by the *Governing Body*, to which he is responsible.

The International Labour Office has branch offices or national correspondents in the following countries: Argentine, Austria, Belgium, Brazil, China, Czechoslovakia, Estonia, France, Germany, Great Britain, Hungary, India, Italy, Japan, Latvia, Lithuania, Mexico, Poland, Roumania, Spain, United States of America, and Yugoslavia.

RELATIONS BETWEEN THE INTERNATIONAL, LABOUR ORGANISATION AND THE LEAGUE

As regards the achievement of the objects assigned to the International Labour Organisation in its charter, the Conference, the Governing Body and the International Labour Office work independently of the Assembly and the Council, although in principle the Organisation is part of the League.

There is a certain legal connection between it and the League.

In the financial sphere, the Labour Organisation's draft budget, which is prepared by the Governing Body, is incorporated in the general budget voted by the Assembly of the League.

In the administrative sphere, certain functions germane to the activities of the Labour Organisation are vested in the Secretary-General of the League of Nations—*e.g.*, the custody of the original texts of recommendations and conventions adopted by the Labour Conference and the communication of certified copies to the Members of the Organisation. He also receives ratifications and notifies the Governments of their deposit.

The Labour Organisation co-operates with the organs of the League in investigating certain economic and social problems.

RELATIONS BETWEEN THE INTERNATIONAL, LABOUR ORGANISATION AND THE PERMANENT COURT OF INTERNATIONAL JUSTICE

Any questions or difficulties relating to the interpretation of the charter of the International Labour Organisation and the Conventions concluded under it by the Member States have to be submitted to the Permanent Court of International Justice.

The Permanent Court may also be called upon to pronounce on disputes arising between the Member States with regard to the observance of their obligations (Art. 423).

FUNCTIONS AND ACTIVITIES

The essential object of the International Labour Organisation is to frame and supervise the application of international rules with regard to conditions of labour.

(a) FRAMING OF CONVENTIONS AND RECOMMENDATIONS

This work is done in two stages :

1. In the first place, it is the duty of the International Labour Office and the Governing Body to study and prepare problems for submission to the Conference and take such steps as may be necessary to guide its activities into the appropriate channels. It is, moreover, the Governing Body which draws up the Conference's agenda. Similarly, the Office is expected to follow closely all developments in the social sphere and to collect full and reliable information as a basis for any future settlement on an international scale.

2. In the second place, the Conference discusses and adopts draft conventions and recommendations. From 1919 to 1935, 49 draft conventions and 45 recommendations were adopted in the course of nineteen sessions.

The adoption of draft conventions and recommendations requires a majority of two-thirds of all the delegates present (irrespective of whether they represent Governments, workers or employers).

For a draft convention to come into force, it must be ratified by several States (as a rule a minimum of two ratifications is sufficient). By October 1st, 1935, 32 draft conventions had come into force, the number of ratifications received being 661.

Such ratification is the only act which a State need perform in order to bind itself. In that respect it differs from the usual diplomatic ratification which is subsequent to signature.

States are not obliged to ratify draft conventions even when their own Government delegates have voted for them.

Nevertheless, the various States are required under the Treaties to bring recommendations or draft conventions before their competent national authorities within one year of the end of the session of the Conference at which they were adopted.

States bound by a convention are required to bring their laws into harmony with its provisions.

Article 408 of the Treaty of Versailles and the corresponding articles of the other Treaties of Peace stipulate that each of the Members of the International Labour Organisation agrees to make an annual report to the Labour Office on the measures which it has taken to give effect to the provisions of conventions to which it is a party.

(b) SUPERVISION OF THE APPLICATION OF CONVENTIONS

Any industrial association of employers or of workers is entitled to make *representations* to the International Labour Office if it has good reason to believe that a Member State has failed to secure the effective observance of a convention to which it is a party.

The Governing Body may then get into touch with the Government against which the representations have been made and, where appropriate, publish both the representations and the Government's reply.

All Member States are entitled to file with the International Labour Office a *complaint* regarding the execution of a convention by another Member State.

The Governing Body may adopt the same procedure either of its own motion or on the receipt of a complaint from any delegate (whether representing a Government, the employers or the workers) at the Conference.

Complaints are more far-reaching in their effects than representations. In the case of a complaint, indeed, a Commission of Enquiry, and even the Permanent Court of

International Justice, may be called upon to intervene. Should the State complained of fail to comply with the report of the Commission of Enquiry or the decision of the Court within the time specified, the other Members may take action against it by applying the economic measures which may have been indicated as appropriate to the case.

In addition to the preparation of Conferences, the main functions of the International Labour Office are as follows : (a) enquiries into labour conditions (contract of employment, working hours, wages, etc.), unemployment, health and safety, the conditions of agricultural labourers, seamen, etc., technical education, labour statistics, etc.; (b) relations with associations and institutions dealing with labour problems; (c) the collection of documentary material, information and publications on social and labour problems.¹

¹ Applications for information with regard to the International Labour Office and its publications may be addressed to the International Labour Office, Geneva (Tel. 26.200; telegraphic address : Interlab, Genève), or to its branch offices or national correspondents as follows :

Argentine Republic : M. Raoul C. Mignone, Escritorio No. 460, de la Bolsa de Comercio, Calles 25 de Mayo y Sarmiento, Buenos Aires (Teleg. Interlab Buenosaires; Tel. : Retiro (31)4338. Austria : M. F. Wicck, Helfsterferstrasse 6, Vienna I (Tel. : R.28.500). Belgium : M. M. Gottschalk, Institut de Sociologie Solvay, Parc Léopold, Brussels (Teleg. : Interlab, Bruxelles, Tel. : 33.74.86). United Kingdom : Mr. M. R. K. Burge, 12, Victoria Street, London, S.W.1 (Teleg. : Interlab Sowest London; Tel. : Whitehall 1437). Brazil : M. S. de Souza, Rua das Laranjeiras 279, Rio de Janeiro (Teleg. : Interlab Rio; Tel. : 25.0868). China : M. Hoi-Fong Cheng, 754, Bubbling Well Road, Shanghai (Teleg. : Interlab Shanghai; Tel. : 30251); or International Labour Office (Nanking Branch), 202 Mo Ling Road, Nanking (Tel. : 22983). Czechoslovakia : M. O. Sulik, Pankrac 833, Prague, XIV (Teleg. : Sulik 833 Pankrac Prague; Tel. : 575-82). Estonia : M. A. Gustavson, Uus Sadama Tän 11-a, Tallinn (Teleg. : Gustavson Merikodu Tallinn; Tel. : 53-0-17). France : M. M. Roques, 205, Bd. Saint-Germain, Paris (VII^e) (Teleg. : Interlab Paris 120; Tel. : Littré 02-02). Germany : M. W. Claussen, Dahlmannstrasse 28, Berlin-Charlottenburg, 4 (Teleg. : Claussen J.6.4274 Berlin; Tel. : J.6 (Bleibtreu) 4274). Hungary : M. G. Pap, Mész.ros utca 19, Budapest, I (Tel. : 53-0-17). India : Mr. P. P. Pillai, International Labour Office (Indian Branch), New Delhi (Teleg. : Interlab New Delhi; Tel. : 3191). Italy : M. A. Cabrini, Villa Aldobrandini, Via

DRAFT CONVENTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE¹

1. Limiting hours of work in industrial undertakings (1919; 22).
2. Unemployment (1919; 28).
3. Employment of women before and after childbirth (1919; 16).
4. Employment of women during the night (1919; 30).
5. Minimum age for admission of children to industrial employment (1919; 26).
6. Nightwork of young persons in industry (1919; 30).
7. Minimum age for admission of children to employment at sea (1920; 29).
8. Unemployment indemnity in case of loss or foundering of the ship (1920; 23).
9. Facilities for finding employment for seamen (1920; 23).
10. Age for admission of children to employment in agriculture (1921; 18).
11. Rights of association and combination of agricultural workers (1921; 28).
12. Workmen's compensation in agriculture (1921; 20).
13. White-lead in painting (1921; 23).
14. Weekly rest in industrial undertakings (1921; 27).
15. Minimum age for admission of young persons to employment as trimmers or stokers (1921; 29).
16. Compulsory medical examination of children and young persons employed at sea (1921; 27).
17. Workmen's compensation for accidents (1925; 16).
18. Workmen's compensation for occupational diseases (1925; 28).
19. Equality of treatment for national and foreign workers as regards workmen's compensation for accidents (1925; 34).
20. Nightwork in bakeries (1925; 10).

Panisperna 28, Rome (Teleg.: Interlab Rome; Tel.: 61.498). Japan: Mr. I. F. Ayusawa, Shisei Kaikan Building, Hibiya Park, Kojimachiku, Tokio (Teleg.: Kokusairodo Tokio; Tel.: Ginza 1580). Latvia: M. K. Seržans, Skolas iela 28, Riga (Teleg.: Tautlab Riga Latvia). Lithuania: M. K. Strimaitis, Zemaičių 71, Kaunas (Tel.: 32-31). Mexico: M. F. Bach, Amores y Morena, Colonia del Valle, Mexico, D.F. Poland: Mme. François Sokal, Flory 1/1, Warsaw (Teleg.: Interlab; Tel.: 8.15.65). Roumania: M. G. Vladescu Racoassa, Piața Al. Lahovary Ia, Bucharest III (Tel.: 231-05). Spain: M. A. Fabra-Ribas, Apartado de Correos 3032, Madrid (Teleg.: Interlab Madrid; Tel.: 30.848). United States of America: M. L. Magnusson, 734, Jackson Place, Washington, D.C. (Teleg.: Interlab Washington; Tel.: District 8736). Yugoslavia: M. L. Steinitz, Postanski Pregradak 567, Belgrade (Teleg.: Interlab Belgrade).

¹ The figures shown in parentheses after the title of each draft convention indicate the year in which the latter was adopted and the number of ratifications obtained up to October 1st, 1935.

21. Simplification of inspection of emigrants on board ship (1926; 19).
22. Seamen's articles of agreement (1926; 19).
23. Repatriation of seamen (1926; 16).
24. Sickness insurance for workers in industry and commerce and domestic servants (1927; 16).
25. Sickness insurance for agricultural workers (1927; 11).
26. Creation of minimum wage fixing machinery (1928; 18).
27. Marking of the weight on heavy packages transported by vessels (1929; 32).
28. Protection against accidents of workers employed in loading or unloading ships (1929; 4).
29. Forced or compulsory labour (1930; 16).
30. Regulation of hours of work in commerce and offices (1930; 6).
31. Hours of work in coal mines (1931; 1).
32. Protection against accidents of workers employed in loading or unloading ships (revised 1932; 5).
33. Age for admission of children to non-industrial employment (1932; 4).
34. Fee-charging employment agencies (1933; 1).
35. Compulsory old-age insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants (1933).
36. Compulsory old-age insurance for persons employed in agricultural undertakings (1933;—).
37. Compulsory invalidity insurance for persons employed in industrial or commercial undertakings, in the liberal professions and for outworkers and domestic servants (1933;—).
38. Compulsory invalidity insurance for persons employed in agricultural undertakings (1933;—).
39. Compulsory widows' and orphans' insurance for persons employed in industrial or commercial undertakings, in the liberal professions, and for outworkers and domestic servants (1933;—).
40. Compulsory widows' and orphans' insurance for persons employed in agricultural undertakings (1933).
41. Partial revision of the Convention concerning the Employment of Women during the Night, as voted in 1919 (1934; 1).
42. Extension of the list of occupational diseases, the victims of which are entitled to workers' compensation embodied in the draft Convention on Workmen's Compensation for Occupational Diseases, as voted in 1925 (1934; 2).
43. Regulation of rest intervals and the alternation of shifts in automatic sheet-glass works (1934;—).
44. Institution of an unemployment insurance system (1934;—).
45. Employment of women underground in mines (1935;—).
46. Revision of the Hours of Work (Coal Mines) Convention of 1931 (1935;—).
47. Reduction of the Hours of work to forty per week (1935;—).
48. Establishment of an international scheme for the maintenance of rights under invalidity, old-age and widows' and orphans' assurance (1935;—).
49. Reduction of the hours of work in glass bottle manufacture (1935;—).

VI. THE PERMANENT COURT OF INTERNATIONAL JUSTICE

The Permanent Court of International Justice, which was established in accordance with Article 14 of the Covenant, has its seat at the Peace Palace at The Hague (Telegraphic address : Intercourt, La Haye).

STATUTE AND RULES OF THE COURT

The Statute of the Court was adopted by the Assembly in 1920 and, after ratification by the majority of the Members of the League, came into force in 1921. In 1929, a certain number of amendments were introduced, but these have not yet obtained all the ratifications necessary to give them effect. But on September 27th, 1935, the Assembly passed a resolution providing in certain circumstances for the coming into force of the revised Statute on February 1st, 1936.

Under the terms of the Statute, the Court has adopted Rules for the performance of its duties.

These Rules were drawn up in 1922 and amended on various subsequent occasions, the last being in 1931. Another revision of the Rules is now under consideration.

The ordinary session of the Court opens each year on February 1st. The President may further summon it to meet in extraordinary session whenever he considers this desirable, more especially when a case pending before the Court is ready for hearing.

THE JUDGES

The Court originally consisted of eleven judges and four deputy-judges. In 1931, the number of judges was raised to fifteen, with four deputy-judges¹ as before. The judges are

¹ The Revised Statute provides for fifteen judges; deputy judges would no longer be appointed.

elected by the Council and Assembly for nine years, the candidates requiring for election an absolute majority in both bodies. The latter make their choice from a list of persons nominated by the national groups in the Court of Arbitration,¹ each national group putting forward not more than four names. The present members of the Court are as follows:

Judges :

Sir Cecil Hurst, *President* (United Kingdom);
M. Guerrero, *Vice-President* (Salvador);
Baron Rolin-Jaequemyns (Belgium);
Count Rostworowski (Poland);
M. Fromageot (France);
M. de Bustamante (Cuba);
M. Altamira (Spain);
M. Anzilotti (Italy);
M. Urrutia (Colombia);
M. Negulesco (Roumania);
Jonkheer van Eysinga (Netherlands);
M. Wang (China);
M. Nagakoshi (Japan);
(Two judgeships vacant).

Deputy Judges :

M. Redlich (Austria);
M. da Matta (Portugal);
M. Novacovitch (Yugoslavia);
M. Erich (Finland).

COMPETENCE OF THE COURT

The Court shall be competent to hear and determine any dispute of an international character which the parties thereto submit to it. The Court may also give

¹ The Permanent Court of Arbitration was established by the two Hague Conferences of 1899 and 1907. Each contracting State nominates four persons (National Group) who together form a panel of persons who may serve as arbitrators. States wishing to submit a difference to the Court of Arbitration may choose the arbitrators from the persons on this panel.

an advisory opinion upon any dispute or question referred to it by the Council or by the Assembly. (Art. 14, Covenant.)

The Court is thus empowered : (1) to pronounce judgment (*i.e.*, to decide contentious cases); (2) to give advisory opinions. These are both judicial functions.

As regards the first of these, the Court is open, without special conditions, to all States Members of the League of Nations or States mentioned in the Annex to the Covenant (Brazil, Sa'udi Arabia (Hejaz), Japan, United States of America). It is also open to all other States which make a declaration accepting the jurisdiction of the Court and undertaking to carry out its decisions in all good faith (Statute, Article 35, Council resolution of May 17th, 1922). The States which are not members of the League and whose names do not appear in the Annex to the Covenant, but which are nevertheless entitled to appear as parties to actions before the Court, are as follows : Costa Rica, Free City of Danzig (through the intermediary of Poland), Egypt, Germany, Iceland, Liechtenstein, Monaco and San Marino.

In contentious matters, the Court's jurisdiction is always conditional upon the consent of the parties. Such jurisdiction is said to be compulsory when the parties' consent has been given once and for all in a treaty or convention relating either to all or to certain categories of disputes. In cases in which the Court has compulsory jurisdiction, proceedings may be initiated by an application by one of the parties only. In other cases, a matter may only be brought before the Court by means of a *compromis*—a special agreement under which two or more States submit a given case to the Court.

In regard to the second of its functions, the Court is empowered to give advisory opinions to the Assembly or Council at their request. It thus has no power to give opinions directly to other organisations or to individual States. The Council nevertheless frequently accedes to requests made to it by

organisations or States with a view to obtaining the Court's opinion on stated questions. Unlike its judgments, the Court's advisory opinions do not possess the force of *res judicata*.

In the performance of its judicial duties, the Court applies international conventions, together with the rules of law which it deduces from international custom, from the general principles of law recognised by civilised nations and, as a subsidiary means, from judicial decisions and the teachings of the most highly qualified publicists.

COMPULSORY JURISDICTION OF THE COURT

The Court's compulsory jurisdiction applies more especially to those States which have accepted the "optional provision" embodied in the Statute in Article 36, paragraph 2. States having effectively acceded to this clause undertake in advance to submit to the Court all or certain legal disputes concerning the interpretation of a treaty; any question of international law; the existence of any fact which, if established, would constitute a breach of an international obligation; the nature or extent of the reparation to be made for the breach of an international obligation.

On December 31st, 1935, the above-mentioned clause was binding on the following forty States:

South Africa, Albania, Australia, Austria, Belgium, the United Kingdom, Bulgaria, Canada, Colombia, Denmark, the Dominican Republic, Estonia, Ethiopia, Finland, France, Germany, Greece, Haiti, Hungary, India, Iran, Ireland, Italy, Latvia, Lithuania, Luxembourg, Netherlands, Norway, New Zealand, Panama, Paraguay, Peru, Portugal, Roumania, Siam, Salvador, Spain, Sweden, Switzerland and Uruguay.

The States on which it is not yet binding are: (1) States which have signed the Optional Clause *without* reservation as to ratification, but have not ratified the Statute of the Permanent Court of International Justice—viz., Nicaragua and Costa Rica; (2) States which have signed, *subject* to ratification, but which have not yet ratified: Argentina, Czechoslovakia, Guatemala, Liberia, Poland; (3) States whose period of acceptance has expired: Brazil, China, Yugoslavia; (4) States which have never signed the Optional Clause: Afghanistan, Bolivia, Chile, Cuba, Ecuador, Honduras, Iraq, Japan, Mexico, Saudi Arabia, Turkey, U.S.S.R., United States of America, Venezuela.

In addition to the Optional Clause, the General Act of 1928 providing for conciliation, judicial settlement and arbitration, together with a considerable number of bilateral treaties for the pacific settlement of disputes, invests the Court with compulsory jurisdiction in respect of important classes of disputes, more particularly those of a legal nature, while some provide for such jurisdiction in all disputes without exception. Similarly, numerous special bilateral or multilateral conventions provide for the Court's jurisdiction in particular circumstances.

WORK OF THE COURT

The Court, in the period 1922-1935, held, in addition to a preliminary session in 1922, thirty-five sessions—viz., one session in 1922, three in 1923, one in 1924, four in 1925, two in 1926, one in 1927, three in 1928, two in 1929, two in 1930, four in 1931, three in 1932, four in 1933, three in 1934 and two in 1935, together with two sessions of the Chamber of Summary Procedure in 1924 and 1925 respectively.

During this period, sixty-four cases were brought before the Court, thirty-six of them being contentious cases and twenty-eight requests for an advisory opinion.

In addition to the twenty-two judgments and twenty-seven advisory opinions given by the Court in dealing with the cases above mentioned, the Court issued a certain number of Orders, some of which were similar in character to the judgments.

Two cases were brought before the Chamber of Summary Procedure, but up to the present the Chambers constituted to deal with labour disputes and disputes relating to communications and transit, as provided in the Statute of the Court, have not been called upon to deal with any cases.

(a) CONTENTIOUS CASES

Nine cases were brought before the Court as a result of a preliminary agreement between the parties in question.

Seventeen were introduced upon a unilateral request; of the ten remaining cases, two were concerned with the interpretation of a previous judgment and the eight other cases had reference to a preliminary exception.

The principal contentious cases were the following :

Case of the *Wimbledon* (Great Britain, France, Italy, Japan—Germany; Judgment of August 17th, 1923);
Case of the Mavrommatis Concessions (Greece—Great Britain; Judgments of August 30th, 1924, March 26th, 1925, and October 10th, 1927);
Case relating to the interpretation of paragraph 4 of the Annex to Article 179 of the Treaty of Neuilly (Bulgaria—Greece; Judgments of September 12th, 1924, and March 26th, 1925);
Cases relating to Polish Upper Silesia (Germany—Poland, Judgments of August 25th, 1925, May 25th, 1926, July 26th, 1927, December 16th, 1927, April 26th, 1928, and September 15th, 1928);
Case of the *Lotus* (France—Turkey; Judgment of September 7th, 1927);
Case relating to the Serbian and Brazilian Loans issued in France (France—Yugoslavia; Brazil—France; Judgments of July 12th, 1929);
Case of the Free Zones of *Haute Savoie* and the *Pays de Gex* (France—Switzerland; Orders of August 19th, 1929, and December 6th, 1930; Judgment of June 7th, 1932);
Case relating to the territorial jurisdiction of the International Commission of the Oder (Germany, Denmark, France, Great Britain, Sweden, Czechoslovakia—Poland; Judgment of September 10th, 1929);
Case relating to the interpretation of the Statute of Memel (Great Britain, France, Italy, Japan—Lithuania; Judgments of June 24th, 1932, and August 11th, 1932);
Case of Eastern Greenland (Denmark—Norway; Judgment of April 5th, 1933);
Case of appeal against a sentence rendered on February 3rd, 1933, by the Hungarian-Czechoslovak Mixed Arbitral Tribunal (Peter Pazmany University)(Czechoslovakia—Hungary; Judgment of December 15th, 1933);
Case regarding the Ottoman Empire Lighthouse Concession (France—Greece; Judgment of March 17th, 1934);
Case of Oscar Chiun (river traffic in the Belgian Congo) (Belgium—United Kingdom; Judgment of December 12th, 1934).

(b) ADVISORY OPINIONS

The requests for an advisory opinion submitted to the Court were addressed to it by the Council of the League of Nations, the Assembly not having as yet availed itself of its right under Article 14 of the Covenant.

The principal cases were the following :

Cases relating to the International Labour Organisation (opinions of July 31st, 1922, August 12th, 1922, July 23rd, 1926, August 26th, 1930, and November 15th, 1932);
Case relating to nationality decrees in Tunis and Morocco (opinion of February 7th, 1923);
Case relating to the status of Eastern Carelia (opinion of July 23rd, 1923);
Cases relating to Polish Upper Silesia (opinions of September 10th, 1923, September 15th, 1923, and May 15th, 1931);
Cases relating to frontier questions (opinions of December 6th, 1923, September 4th, 1924, and November 21st, 1925);
Cases relating to the exchange of Greek and Turkish and of Greek and Bulgarian populations (opinions of February 21st, 1925, August 28th, 1928, July 31st, 1930, and March 8th, 1932);
Cases relating to the Free City of Danzig (opinions of May 16th, 1925, March 3rd, 1928, December 12th, 1931, February 4th, 1932, and December 4th, 1935);
Case relating to the competence of the European Commission of the Danube (opinion of December 8th, 1927);
Case relating to the Customs regime between Germany and Austria (opinion of September 5th, 1931);
Case relating to the railway traffic between Lithuania and Poland (opinion of October 15th, 1931).
Case relating to the Albanian minority schools (opinion of April 6th, 1935).

VII. THE BUDGET OF THE LEAGUE

ANNUAL BUDGETS (IN THOUSANDS OF GOLD FRANCS FOR ALL COLUMNS EXCEPT THE LAST)

Year	Assembly, Council, Secretariat, Conferences and Committees	International Labour Organisation	Permanent Court of International Justice (including Registry)	Miscellaneous grants, Buildings, Pensions	Total
1920 ...	10,501	4,317	—	500	15,318,945
1921 ...	11,350	7,010	—	1,000	19,360,000
1922 ...	12,123	6,135	1,500	1,000	20,758,945
1923 ...	14,093	8,200	1,880	1,000	25,173,508
1924 ...	11,298	7,032	1,920	1,000	21,250,912
1925 ...	12,359	7,340	1,908	1,000	22,608,138
1926 ...	12,533	7,114	1,907	1,375	22,930,633
1927 ...	13,561	7,431	2,143	1,375	24,512,341
1928 ...	13,829	7,619	2,171	1,714	25,333,817
1929 ...	14,713	8,314	2,255	1,743	27,026,280
1930 ...	15,631	8,552	2,267	1,758	28,210,248
1931 ...	16,757	8,661	2,712	3,505	31,637,501
1932 ...	19,174	8,792	2,663	3,057	33,687,994
1933 ...	17,181	8,851	2,660	4,735	33,429,132
1934 ...	15,566	8,257	2,538	4,464	30,827,805
1935 ...	15,041	8,686	2,535	4,376	30,639,664
1936 ...	14,591	6,699	2,321	4,667	28,279,901

1 For 1936: Permanent Central Opium Board.
Nansen International Office for Refugees.
Settlement of the Assyrians of Iraq.

VOTING OF THE BUDGET

The expenses of the League shall be borne by the Members of the League in the proportion decided by the Assembly. (Art. 6, para. 5, amendment of August 13th, 1924.)

No resolution involving expenditure may be voted by the Assembly until the Finance Committee has reported on the matter.

Budgetary proposals have to be adopted by the Assembly unanimously (Rules of Procedure of the Assembly).

CONTRIBUTIONS OF MEMBER STATES

The expenditure of the League is covered by the contributions of the Members in proportions fixed by the Assembly. The Assembly has adopted a scale in which these proportions are indicated in units (see the Members of the League of Nations, page 13). The number of units assigned to each State is based upon various factors regarded as indicative of its economic and financial position. The scale is revised at intervals. The scale at present in force was adopted in 1925 with appropriate additions in the case of new Members.

In 1934, when fixing the amount of the contributions to be paid in 1935 by the Union of Soviet Socialist Republics (79) and Afghanistan (1), the Assembly decided that twenty of the units contributed by these new Members should be distributed for the year 1935 by the Committee on the Allocation of Expenses in reduction of the contributions of certain States.

The Committee subsequently reduced the contributions of the following countries :

	from 14 to 9 units
Chile	6 „ 5 „
Colombia	9 „ 6 „
Cuba	56 „ 55 „
India	14 „ 13 „
Mexico	22 „ 20 „
Roumania	9 „ 6 „
Siam	7 „ 5 „
Uruguay	20 „ 18 „
Yugoslavia	

Subject to the reduction of the contribution of China from 46 to 42 units and the addition of the contribution of Ecuador, which it fixed at one unit, the 1935 Assembly decided to continue to apply the existing scale for another year. It further set up a new Committee, consisting of nine members of the Fourth Committee, "to consider the whole question of allocation during 1936 and to report to the Assembly at its next ordinary session".

The Assembly of 1934 set up a small committee with full power, subject to ratification by the 1935 Assembly, to negotiate and conclude arrangements with States for the equitable settlement of the amount of their debt in respect of arrears outstanding at the end of 1932.

The 1935 Assembly noted with satisfaction that, as a result of the work of the Special Committee, settlements had been reached with certain States for the payment of their arrears and invited the Committee to continue its work and to present a report to the next Assembly.

SUPERVISION OF THE BUDGET SUPERVISORY COMMISSION

The budget estimates are examined by the Supervisory Commission appointed by the Assembly. After examination by the Commission, the estimates are circulated to all the Members of the League not less than three months before the

meeting of the Assembly. They are then discussed by the Finance Committee of the Assembly and voted by the full Assembly after consideration by the Fourth Committee. The budget covers the whole of the expenditure of the League, including the International Labour Organisation, the Permanent Court of International Justice and the construction of the new League buildings at Geneva.

The Supervisory Commission is appointed by the Assembly, and consists of five regular members, of whom one at least must be a financial expert, and two substitutes. The Commission carries out certain defined duties in regard to the financial administration of the League, gives such advice as may be required on financial and administrative questions and examines the closed accounts and budget estimates. (See " League Budget ".)

AUDIT OF ACCOUNTS

The accounts of the League are audited every year after they have been closed and also three times in the course of the year. The audit is carried out by two auditors nominated by the Supervisory Commission and appointed by the Council for a period of five years.

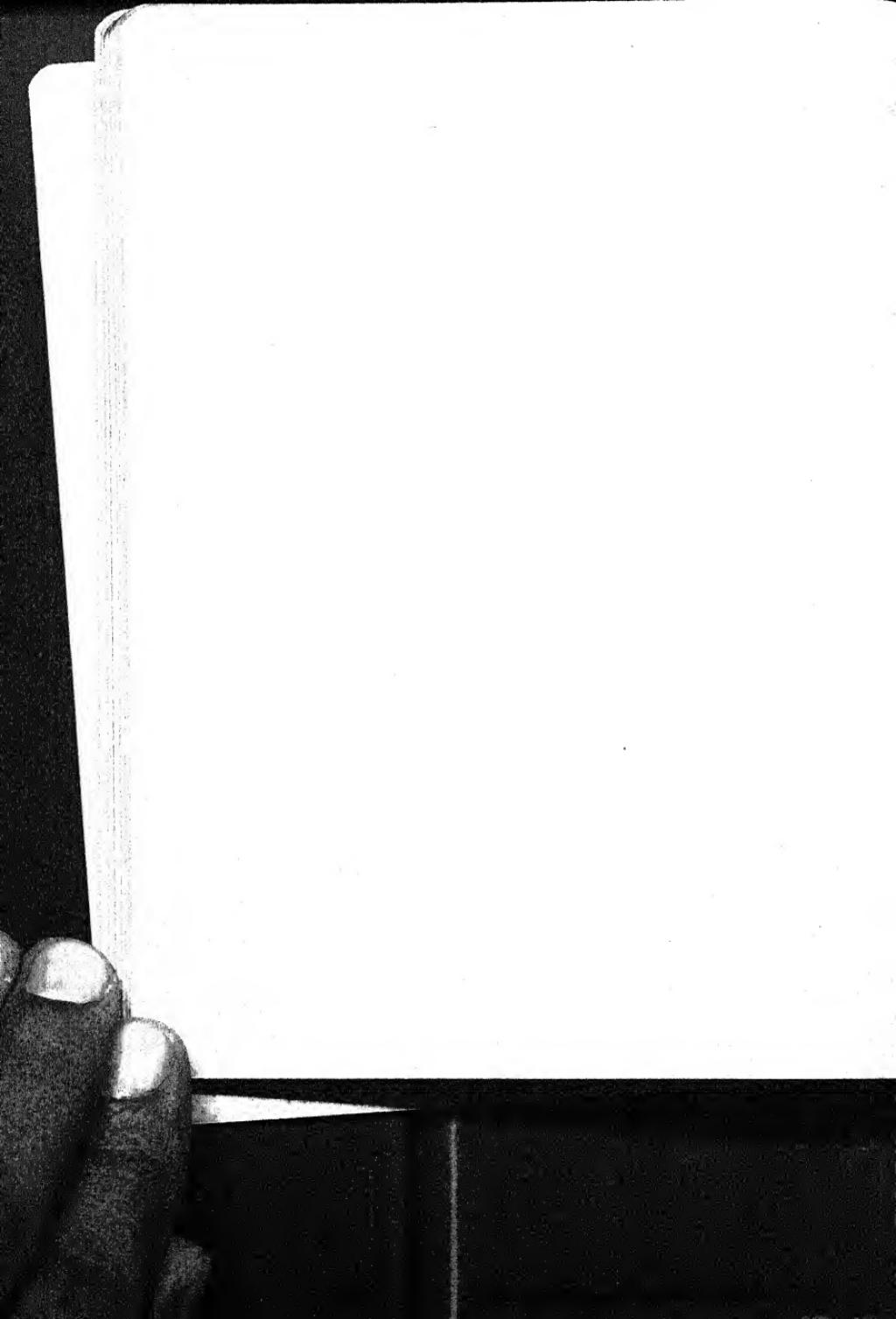
CONTRIBUTIONS FROM NON-MEMBER STATES

Under the relevant provisions of the Financial Regulations, contributions are received from non-member States in respect of work in which they actively participate. Thus the Government of the United States of America has, since 1923, contributed financially towards the extraordinary expenses of League conferences or Committees attended by its representatives, whether as special delegates or in an expert and advisory capacity. The amount of these contributions by the United States Government is calculated on the ratio of the British regular contribution to the corresponding expenses.

CONTRIBUTIONS FROM PRIVATE SOURCES

Contributions to the work of the League have also been made from private American sources, mainly for projects of a humanitarian or technical character. They include particularly the donation of the John D. Rockefeller Fund (see "Library", page 243), of the International Health Board of roughly \$100,000 annually for the health work of the League, and of other American agencies for research in traffic in women, traffic in drugs, double taxation and economic crises.





PART II

POLITICAL ACTIVITIES

OF THE LEAGUE



I. ORGANISATION OF PEACE

A. PACIFIC SETTLEMENT OF DISPUTES

The maintenance of peace presupposes, among other conditions, the possibility of having recourse to methods of pacific settlement for the disputes which may arise between States. The Covenant provides a system for the pacific settlement of disputes, involving the existence of organs and procedures for this purpose.

The Covenant contains four kinds of provisions relating to the pacific settlement of disputes.

In the first place, Article 11, which aims at the prevention of war and at arresting hostilities in the event of their having broken out, leads indirectly to preparing a way for the settlement of the dispute.

In the second place, Article 13 provides, in certain cases, for a judicial or arbitral settlement of the dispute.

In the third place, Article 15 and Article 17, paragraphs 1 and 2, provide a procedure for submitting disputes to an enquiry by the Council or the Assembly and closing with the adoption of a report recommending a solution.

In the fourth place, Article 19 provides for the possibility of seeking a solution of the dispute in certain cases by a modification of existing law.

I. MAINTENANCE OF PEACE (ARTICLE 11)

The purpose of Article 11 is to ensure the maintenance of peace. It does not relate directly to the settlement of international disputes, but aims at removing or alleviating emergencies which threaten peace between nations. In order to achieve this result, it will often be necessary for the organs

of the League of Nations to deal with the dispute which leads to the emergency, to find a solution for this dispute or to point the way to a solution.

Any war or threat of war, whether immediately affecting any of the Members of the League or not, is hereby declared a matter of concern to the whole League, and the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations. In case any such emergency should arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council. (Art. 11, para. 1, Covenant.)

It is also declared to be the friendly right of each Member of the League to bring to the attention of the Assembly or of the Council any circumstance whatever affecting international relations which threatens to disturb international peace or the good understanding between nations upon which peace depends. (Art. 11, para. 2, Covenant.)

Article 11 can be invoked both by the States parties to the dispute and by the other Members of the League. (See the Jaworzina case between Poland and Czechoslovakia, Council resolution of March 26th, 1924, page 124).

2. ARBITRATION OR JUDICIAL SETTLEMENT (ARTICLE 13)

In virtue of Article 12 (see page 91), the Members of the League of Nations between which there arises a *grave* dispute—*i.e.*, a dispute likely to lead to a rupture—must submit the matter either to arbitration or judicial settlement (Article 13) or to enquiry by the Council. (Article 15, see page 84.)

By a judicial settlement is meant a settlement brought about by a properly constituted international court—that is to say,

a court of justice applying rules of law with a permanent bench (e.g., the Permanent Court of International Justice). Settlement by arbitration is effected by the awards rendered by one or more international arbitrators appointed to decide a case or series of cases.

The Members of the League agree that whenever any dispute shall arise between them which they recognise to be suitable for submission to arbitration or *judicial settlement*, and which cannot be satisfactorily settled by diplomacy, they will submit the whole subject-matter to arbitration or *judicial settlement*. (Art. 13, para. 1, Covenant.)

Disputes as to the interpretation of a treaty, as to any question of international law, as to the existence of any fact which, if established would constitute a breach of any international obligation, or as to the extent and nature of the reparation to be made for any such breach, are declared to be among those which are generally suitable for submission to arbitration or *judicial settlement*. (Art. 13, para. 2, Covenant.)

For the consideration of any such dispute, the court to which the case is referred shall be the Permanent Court of International Justice, established in accordance with Article 14, or any tribunal agreed on by the parties to the dispute or stipulated in any convention existing between them. (Art. 13, para. 3, Covenant.)

The Members of the League agree that they will carry out in full good faith any award or *decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award or *decision*, the Council shall propose what steps should be taken to give effect thereto. (Art. 13, para. 4, Covenant.) (See also "Compulsory Jurisdiction of the Court", page 69.)

Arbitration and judicial settlement are reserved for disputes relating to questions of law, commonly known as "juridical disputes"—e.g., the application of an international treaty.

Contrary to what might be gathered from a casual glance at Article 13, the Covenant does not make it compulsory to resort to arbitration or judicial settlement. A question cannot be submitted to such settlement unless, in the "opinion" of the States parties to the dispute, the latter is suitable for such solution.

But States have the option of accepting an obligation to resort to judicial settlement by signing the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice (forty States are bound by this article) or an obligation to resort, according to cases, to judicial settlement or to arbitration by acceding to the General Act of September 26th, 1928 (twenty-three States are bound by this Act). (See also page III.)

Lastly, States may, by concluding particular treaties (usually bilateral treaties) for the pacific settlement of disputes, stipulate that disputes which arise between them shall be submitted to judicial settlement, arbitration or conciliation (on December 31st, 1935, about 250 treaties of this kind had been registered with the Secretariat of the League of Nations).

The fourth paragraph of Article 13 provides for the enforcement of judicial or arbitral awards. The Council of the League of Nations is responsible for "proposing" to the Members of the League of Nations the necessary steps to give effect to such awards.

3. SUBMISSION OF CASES TO THE COUNCIL OR THE ASSEMBLY

(a) DISPUTES BETWEEN STATES MEMBERS (ARTICLE 15)

We have seen in the previous section that Article 13 does not compel Members of the League of Nations to resort to

arbitration or judicial settlement. Hence, if the States parties to the dispute have not otherwise contracted the obligation to submit the disputes arising between them to arbitration or judicial settlement (Article 36 of the Statute of the Court, General Act, particular treaties), the only obligation by which they are bound is to submit their dispute to the Council or to the Assembly according to the procedure laid down in Article 15.

The disputes submitted to the Council under Article 15 may be of all kinds. In examining them, the Council makes allowance both for the legal and the political aspects of the question. Without neglecting the strict letter of the law, it is allowed to take into account considerations of equity and expediency.

Article 15 may be applied even when a state of war exists between the parties to a dispute, as was affirmed in the opinion given on September 24th, 1934, by the First Committee of the Assembly, to which the question had been referred in connection with the dispute between Bolivia and Paraguay, who were officially at war with one another. (Article 15 has already been applied in the case of the Sino-Japanese dispute and the Colombo-Peruvian dispute, when acts of hostility had occurred between the parties without war having been declared.)

If there should arise between Members of the League any dispute likely to lead to a rupture, which is not submitted to arbitration or judicial settlement in accordance with Article 13, the Members of the League agree that they will submit the matter to the Council. Any party to the dispute may effect such submission by giving notice of the existence of the dispute to the Secretary-General, who will make all necessary arrangements for a full investigation and consideration thereof. (Art. 15, para. 1, Covenant.)

For this purpose, the parties to the dispute will communicate to the Secretary-General, as promptly as possible, statements of their case with all the relevant facts and papers, and the Council may forthwith direct the publication thereof. (Art. 15, para. 2, Covenant.)

The Council shall endeavour to effect a settlement of the dispute, and if such efforts are successful, a statement shall be made public giving such facts and explanations regarding the dispute and the terms of settlement thereof as the Council may deem appropriate. (Art. 15, para. 3, Covenant.)

If the dispute is not thus settled, the Council, either unanimously or by a majority vote, shall make and publish a report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto. (Art. 15, para. 4, Covenant.)

Any Member of the League represented on the Council may make public a statement of the facts of the dispute and of its conclusions regarding the same. (Art. 15, para. 5, Covenant.)

If a report by the Council is unanimously agreed to by the members thereof other than the representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report. (Art. 15, para. 6, Covenant.)

If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the representatives of one or more of the parties to the dispute, the Members of the League reserve to themselves the right to take such action as they shall consider necessary for the maintenance of right and justice. (Art. 15, para. 7, Covenant.)

If the dispute between the parties is claimed by one of them, and is found by the Council, to arise out of a

matter which by international law is solely within the domestic jurisdiction of that party, the Council shall so report, and shall make no recommendation as to its settlement. (Art. 15, para. 8, Covenant.)

The Council may, in any case under this article, refer the dispute to the Assembly. The dispute shall be so referred at the request of either party to the dispute provided that such request be made within fourteen days after the submission of the dispute to the Council. (Art. 15, para. 9, Covenant.)

In any case referred to the Assembly, all the provisions of this article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly, provided that a report made by the Assembly, if concurred in by the representatives of those Members of the League represented on the Council and of a majority of the other Members of the League, exclusive in each case of the representatives of the parties to the dispute, shall have the same force as a report by the Council concurred in by all the members thereof other than the representatives of one or more of the parties to the dispute. (Art. 15, para. 10, Covenant.)

(1) The *procedure* set up by Article 15 consists of two stages :

(a) The conciliation stage (paras. 2 and 3) : The Council, after the parties have stated their case, attempts to bring about agreement between them. If it succeeds, it takes note of this agreement and the proceedings come to a successful conclusion. (See Italo-Greek dispute, Council's report of September 17th, 1923.)

(b) The decision stage (paras. 4 to 7) : If conciliation has failed, the Council draws up a report. In doing this, the Council endeavours to establish the facts and indicate the blame attaching to the parties and then to propose a solution likely to put an end to the dispute. (See Sino-Japanese dispute, Assembly's report of February 24th, 1933; dispute

between Colombia and Peru, Assembly's report of March 18th, 1933; dispute between Italy and Ethiopia, Council's report of October 7th, 1935.)

This Council report is not a judgment or an arbitral award. The decision emanates from the Council, which is a political body, and not from a court of law; it has not the authority of a judicial sentence and is not binding on the parties. Nevertheless, the Council's report is more than the proposal of a mediator. It states and judges the facts of the case and recommends a solution with all the authority conferred on it by its position as an international body directly or indirectly representing all the States Members of the League of Nations. This moral authority is the greater in proportion as the report is adopted unanimously or by a large majority.

From the legal point of view, the Council's report may create certain important obligations—namely, if the report is voted unanimously (not counting the votes of the parties to the dispute), the Members of the League of Nations are under an obligation not to resort to war against any party complying with the conclusions of the report. On the other hand, if the report is adopted simply by a majority, it has no legal force, and the parties to the dispute and the other Members of the League of Nations retain their full freedom.

(2) Article 15 confers *competence* to deal with a dispute in the first instance on the Council; but, in virtue of paragraph 9, the Council may decide to refer the dispute to the Assembly, and one of the parties may also make such a proposal. In both cases the same procedure is followed. (See Sino-Japanese dispute, dispute between Colombia and Peru, dispute between Bolivia and Paraguay.)

(3) The parties alone may lay the matter before the Council or the Assembly in virtue of Article 15.

(4) Only grave disputes—*i.e.*, disputes likely to lead to a rupture—may be dealt with by the procedure laid down in Article 15.

(5) Lastly, among disputes of a political nature, there is one class which is not liable to the procedure of enquiry by the Council or the Assembly—namely, that of questions “which by international law are solely within the domestic jurisdiction of a party”. (Art. 15, para. 8, Covenant.) Such questions are, for instance, those connected with the constitutional or administrative organisation of a State.

(b) DISPUTES BETWEEN TWO STATES OF WHICH
ONLY ONE, OR NEITHER, IS A MEMBER OF THE
LEAGUE (ARTICLE 17)

In the event of a dispute between a Member of the League and a State which is not a member of the League, or between States not members of the League, the State or States not members of the League shall be invited to accept the obligations of membership in the League for the purposes of such dispute, upon such conditions as the Council may deem just. If such invitation is accepted, the provisions of Articles 12 to 16 inclusive shall be applied with such modifications as may be deemed necessary by the Council. (Art. 17, para. 1, Covenant.)

Upon such invitation being given, the Council shall immediately institute an enquiry into the circumstances of the dispute and recommend such action as may seem best and most effectual in the circumstances. (Art. 17, para. 2, Covenant.)

If a State so invited shall refuse to accept the obligations of membership in the League for the purposes of such dispute, and shall resort to war against a Member of the League, the provisions of Article 16 shall be applicable as against the State taking such action. (Art. 17, para. 3, Covenant.)

Two cases may arise. (1) The non-member State or States may accept the Council's invitation. In that case, the provisions of Articles 12 to 16 apply in principle. (2) The non-

member State or States, when invited, may refuse to accept the obligations of membership of the League for the purpose of settling the dispute. In that case, none of the procedures laid down in Articles 12 to 15 apply. If, however, the State which is not a member of the League resorts to war against a State Member of the League, the sanctions provided for in Article 16 are applicable to it.

In cases of dispute where neither State is a Member of the League :

If both parties to the dispute when so invited refuse to accept the obligations of membership in the League for the purposes of such dispute, the Council may take for such measures and make such recommendations as will prevent hostilities and will result in the settlement of the dispute. (Art. 17, para. 4, Covenant.)

4. CHANGES IN TREATIES AND IN EXISTING LAW (ARTICLE 19)

Article 19 confers a special competence on the Assembly. It gives it the power, not of revising treaties on its own authority, or of itself changing international conditions, but of inviting the States concerned to proceed to an examination of such treaties and conditions.

Article 19 aims essentially at enabling the law to be adjusted to new circumstances. Unlike arbitration and judicial settlement, it is from certain points of view a procedure of a legislative nature.

The Assembly may, from time to time, advise the reconsideration by Members of the League of treaties which have become inapplicable and the consideration of international conditions whose continuance might endanger the peace of the world. (Art. 19, Covenant.)

The initiative of asking for the application of Article 19 can be taken by any Member of the League acting on its own responsibility. (Assembly resolution of September 25th, 1929.)

B. SECURITY

Security in the narrow sense of the term consists of the various guarantees possessed by a State against the dangers of an attack upon itself.

Security in the broad sense of the term is based upon a system of international organisation which aims, not merely at prohibiting and punishing war, but at eradicating its causes, more particularly by securing a compulsory settlement of international disputes.

The present chapter only deals with guarantees against war.

The provisions of the Covenant concerning the prohibition of war, and the penalties applied against violators of this prohibition, are contained in Articles 10, 11, 12, 13, 15, 16 and 17. Some of these articles do not solely refer to security but also relate to the pacific settlement of disputes. (See in particular Articles 11, 13 and 15.)

The principal article concerning resort to war is *Article 12*. The article which organises sanctions is *Article 16*.

1. WARS WHICH ARE LAWFUL OR UNLAWFUL ACCORDING TO THE COVENANT

The Covenant of the League of Nations does not in all cases prohibit resort to war. The articles which limit the right to resort to war are Articles 12 (para. 1), 13 (para. 4), and 15 (para. 6).

(a) ARTICLE 12

The Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture, they will submit the matter either to arbitration or judicial settlement or to enquiry by the Council, and they agree in no case to resort to war until three

months after the award by the arbitrators or the judicial decision or the report by the Council. (Art. 12, para. 1, Covenant.)

In any case under this article the award of the arbitrators or the judicial decision shall be made within a reasonable time, and the report of the Council shall be made within six months after the submission of the dispute. (Art. 12, para. 2, Covenant.)

Article 12 thus obliges States to submit all their grave disputes either to arbitration or judicial settlement, or to enquiry by the Council (see pages 82 and 84).

States may not resort to war while the proceedings are in progress, nor until three months after the award by the arbitrators or the judicial decision or the report by the Council. After the close of these proceedings and the expiration of the time-limit mentioned, States may lawfully resort to war.

The authors of the Covenant did not think it possible to prohibit resort to war absolutely. They confined themselves to making the intervention of the organs of the League of Nations compulsory in cases of grave conflict, and to imposing time-limits before war could be resorted to. They believed that, by creating the obligation to submit disputes to the international authorities and by prohibiting resort to war for a considerable period, it would be possible to diminish considerably the risks of war.

(b) ARTICLE 13 (PARA. 4); ARTICLE 15 (PARA. 6)

The Members of the League agree that they will carry out in full good faith any award or decision that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award or decision, the Council shall propose what steps should be taken to give effect thereto. (Art. 13, para. 4, Covenant.)

If a report by the Council is unanimously agreed to by the members thereof other than the representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report. (Art. 15, para. 6, Covenant.)

These two articles introduce a new limitation of resort to war. In the event of an arbitral award or a decision having been rendered, or of a report having been unanimously adopted by the Council or the Assembly, the Members of the League are not allowed to go to war with a State which complies with the award or with the recommendations of the report. On the other hand, they retain the right to go to war with a State which does not comply with the award or recommendations.

(c) GUARANTEE OF THE INDEPENDENCE AND TERRITORIAL INTEGRITY OF STATES (ARTICLE 10)

The Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League. In case of any such aggression or in case of any threat or danger of such aggression, the Council shall advise upon the means by which this obligation shall be fulfilled. (Art. 10, Covenant.)

The generally prevailing opinion is that the effect of Article 10 is not entirely to prohibit war. It should be interpreted in conjunction with Article 12, which admits that in certain circumstances resort to war is lawful.

If this is so, Article 10 prohibits two kinds of war: (1) wars undertaken before the close of the proceedings and the expiration of the prescribed time-limits (Art. 12); (2) wars undertaken after the close of the proceedings and the expiration of the prescribed time-limits which are directed against the territorial integrity and political independence of a Member of

the League of Nations. (Article 10 was invoked before the Council by Persia against Soviet Russia in 1920, and by Bulgaria against Greece in 1925.)

2. PROPOSALS FOR THE AMENDMENT OF THE COVENANT WITH A VIEW TO RENDERING ALL WAR UNLAWFUL

After the conclusion of the Pact of Paris on August 27th, 1928 (see page 113), the British Government submitted to the tenth Assembly of the League of Nations (September 1929) a proposal for the amendment of the Covenant of the League of Nations to bring it into harmony with the Pact of Paris. The object was to prohibit all war in the Covenant, with the exception of self-defence and police operations carried out under the supervision of the organs of the League of Nations. The Assembly declared such an amendment to be desirable, and work was undertaken in this connection, which was carried on in 1930 and 1931.

This work encountered serious obstacles of a political nature, mainly due to the difficulty of incorporating in the Covenant, as amended, the substance of the reservations that accompany the Pact of Paris, and to the reluctance of certain States to incur additional responsibilities as regards sanctions owing to the general prohibition of recourse to war.

3. THE SAFEGUARD OF PEACE (ARTICLE 11)

Article 11 (see page 81) is a very important element in the system of security contained in the Covenant of the League of Nations. It aims at preventing war, whether it is lawful or unlawful under the Covenant, and at restoring peace when hostilities have broken out. The article would be of special importance in the case of a lawful war under the Covenant—*i.e.*, one not involving the sanctions provided for by Article 16.

The first paragraph concerns cases of war or threats of war. It provides for the intervention of the Council. The second paragraph refers to the less grave case of a "circumstance affecting international relations". It provides for the intervention of the Council or the Assembly.

In either case, a request for the application of Article 11 may be made by any Member of the League of Nations.

The first paragraph of Article 11 gives the Council the widest powers to fulfil its task as guardian of the peace. It may recommend interim measures of protection aimed at preventing a clash (demobilisation, withdrawal of troops behind certain lines, etc.; see Greco-Bulgarian dispute: report by the Council of October 26th, 1925), or the bringing of pressure (naval or air demonstrations, etc.) to bear on parties which appear to threaten peace. It may also recommend a settlement relating to the merits of the dispute or a procedure aimed at bringing about such a settlement.

4. SANCTIONS (ARTICLE 16)

Article 16, which provides for the case of a State having resorted to war in disregard of the Covenant, organises a system of sanctions.

These sanctions do not, properly speaking, constitute a penalty inflicted on a State for violation of the Covenant. Their essential purpose is to ensure the cessation of hostilities and to induce the offender to submit to his obligations under the Covenant. In certain cases, their purpose may also be to secure compensation for the victim of the aggressor.

Should any Member of the League resort to war in disregard of its covenants under Articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other Members of the League, which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition

of all intercourse between their nationals and the nationals of the covenant-breaking State, and the prevention of all financial, commercial or personal intercourse between the nationals of the covenant-breaking State and the nationals of any other State, whether a Member of the League or not. (Art. 16, para. 1, Covenant.)

It shall be the duty of the Council in such case to recommend to the several Governments concerned what effective military, naval or air force the Members of the League shall severally contribute to the armed forces to be used to protect the covenants of the League. (Art. 16, para. 2, Covenant.)

The Members of the League agree, further, that they will mutually support one another in the financial and economic measures which are taken under this article, in order to minimise the loss and inconvenience resulting from the above measures, and that they will mutually support one another in resisting any special measures aimed at one of their number by the covenant-breaking State, and that they will take the necessary steps to afford passage through their territory to the forces of any of the Members of the League which are co-operating to protect the covenants of the League. (Art. 16, para. 3, Covenant.)

Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred in by the representatives of all the other Members of the League represented thereon. (Art. 16, para. 4, Covenant.)

Article 16 has so far been applied but once (Italo-Ethiopian dispute).

This article raises two questions : first, who is the aggressor —*i.e.*, which State or States had recourse to war in violation of the Covenant; secondly, the enforcement of the prescribed sanctions against the aggressor.

(a) *Determination of the Aggressor.*—This rests, in principle, with each State individually. Article 16 does not make it subject to a decision by the organs of the League. But it is natural that, in ignorance of the facts, States should wish to be enlightened on the question by the League organs. This need of mutual information and common discussion was recognised in 1921.¹

In the case of the Italo-Ethiopian dispute, the Members of the League, without a formal vote and without any "decision" of the Council or Assembly, expressed their opinion first in the Council and then in the Assembly (see page 139).

(b) *Application of Sanctions.*—Article 16 has very different provisions in the cases of economic sanctions (para. 1) and of military sanctions.

As regards the so-called economic sanctions, which in reality concern not only trade and financial relations but, still more, personal relations (interruption of postal, railway communication, etc.), the terms of Article 16 render the immediate and full application almost automatic. But, in 1921, the Assembly thought that a rigidly automatic system might cause inconveniences, and voted resolutions for the purpose of co-ordinating, graduating and spacing out the "economic" sanctions, entrusting to the Council the task of regulating their application.

In the Italo-Ethiopian dispute, the application of sanctions was neither immediate nor automatic, but graduated and spaced out. Certain sanctions (arms embargo) were applied as soon as the breach of the Covenant had been declared; others were enforced six weeks later.

As regards the military sanctions provided for in paragraph 2 of Article 16, there is no legal obligation on Members to apply them. The Covenant provides that it is the Council's

¹ See amendments to the Covenant—not ratified—and especially Assembly resolutions of the same year.

duty to recommend these sanctions. There may be a political and moral duty incumbent on States to conform to the Council's recommendation but, once again, there is no obligation on them.¹

The third paragraph of Article 16 deals with the mutual support to be given to one another by States applying sanctions. Two cases are foreseen :

(1) In taking economic and financial measures, States will mutually support one another in order to minimise the loss and inconvenience resulting therefrom. For instance, they will compensate losses sustained by a State that has been deprived of certain markets by finding for it other markets.²

(2) The Covenant then deals with the more general hypothesis of "special measures" aimed at a State enforcing sanctions "by the Covenant-breaking State". Such measures might, for instance, be a blockade or an attack by military forces. In this case, mutual support is provided for.

5. COMMUNICATIONS AT TIMES OF EMERGENCY

The 1925 Assembly adopted a resolution to the effect that it was the obligation of the States Members of the League to

¹ The so-called Committee of "Thirteen", which was instructed in the Council resolution of April 17th, 1935, to propose measures to render the Covenant more effective in the organisation of collective security, asked for the appointment of an expert sub-committee to consider the economic and financial measures that would be applicable. The sub-committee sat during the first half of July 1935 and was assisted by the Financial, Economic Relations and Transit Sections.

The sub-committee's investigation related to economic and financial measures of narrower scope than those involved by Article 16 of the Covenant; they would be capable of bringing sufficient pressure to bear on a country to cause it to abandon a policy of aggression, but would not disturb its whole economic life.

The chief measures are the embargo on arms, munitions and implements of war and on key-products necessary for armaments' manufacture and the stopping of imports from and the refusal of credit to the offending State.

² In the Italo-Ethiopian dispute, a resolution of the Co-ordination Committee, dated October 19th, 1935, refers to the organisation of mutual support and provides a series of measures on the subject.

facilitate League communications of all kinds by every means in their power at times of emergency,¹ this question being of the highest political importance. Accordingly, (1) States should co-operate in establishing railway traffic temporarily in place of traffic interrupted at times of emergency; (2) the Secretary-General having conducted negotiations with the States Members of the League, a large number of States have shown their readiness to grant facilities to motor vehicles and aircraft effecting transport of importance to the working of the League of Nations.

The laying out of an aerodrome near the seat of the League has been provisionally suspended owing to the economic depression.

Radio-Nations station is normally worked by the Société Radio-Suisse, but in times of emergency it will immediately pass under the sole administration of the League, which will then take possession of the whole plant, including the long-wave transmitter now belonging to the Société Radio-Suisse. As long as the emergency lasts, the staff of the station will be at the disposal of the Secretary-General and will be deemed to be staff of the Secretariat. The permanent staff of the station may also then be replaced by temporary staff appointed by the Secretary-General should he consider this step to be necessary for the working of the station or for the independence of League communications.

Line telephonic connections exist with all European countries except Albania. Furthermore, connections are available with thirty-seven extra-European countries.

According to the decision of the Conference on Telecommunications (Madrid, 1932), telegrams regarding the application of Articles 15 and 16 of the Covenant exchanged, in case of a threat of war, between the President of the Council of the

¹ From the point of view of communications, a "time of emergency" occurs whenever, owing to a political situation, Governments are obliged to adopt measures modifying the working of the normal means of communication.

League or the Secretary-General on the one hand and a Minister member of a Government, a member of the Council of the League or a member of a mission despatched by the Council on the other hand, will be granted priority over Government priority telegrams. (See also Radio-Nations page 244.)

C. DISARMAMENT

THE COVENANT AND DISARMAMENT

Article 8 of the Covenant defines the obligations of the League and of its Members with regard to the reduction and limitation of armaments. This text contains the following provisions :

The Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations. (Art. 8, para. 1, Covenant.)

The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction for the consideration and action of the several Governments. (Art. 8, para. 2, Covenant.)

Such plans shall be subject to reconsideration and revision at least every ten years. (Art. 8, para. 3, Covenant.)

After these plans shall have been adopted by the several Governments, the limits of armaments therein fixed shall not be exceeded without the concurrence of the Council. (Art. 8, para. 4, Covenant.)

The Members of the League agree that the manufacture by private enterprise of munitions and implements

of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented, due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety. (Art. 8, para. 5, Covenant.)

The Members of the League undertake to interchange full and frank information as to the scale of their armaments, their military, naval and air programmes and the condition of such of their industries as are adaptable to warlike purposes. (Art. 8, para. 6, Covenant.)

The Members of the League will entrust the League with the general supervision of the trade in arms and ammunition with the countries in which the control of this traffic is necessary in the common interest. (Art. 23, para. d, Covenant.)

PERMANENT ADVISORY COMMISSION FOR MILITARY, NAVAL AND AIR QUESTIONS

A permanent Commission shall be constituted to advise the Council on the execution of the provisions of Articles 1 and 8 and on military, naval and air questions generally. (Art. 9, Covenant.)

This Commission was instituted by the Council and is composed of a military, a naval and an air representative appointed by each State represented on the Council. These delegates constitute three sub-commissions when required (military, naval and air).

The purpose of the Commission is to furnish the Council with advice as to the execution of Article 8 of the Covenant (dealing specially with armaments) and with Article 1, para. 2 (armaments of States newly admitted to the League).

SPECIAL PROVISIONS AFFECTING CERTAIN STATES

A system of investigation has been laid down by certain treaties with regard to the armaments of a number of countries. Such investigations may be prescribed by the Council of the League of Nations by a majority vote on the basis of Article 213 of the Treaty of Versailles (or Article 159 of the Treaty of St. Germain, Article 143 of the Treaty of Trianon, Article 104 of the Treaty of Neuilly, respectively).

STAGES OF DISARMAMENT WORK

1. TEMPORARY MIXED COMMISSION (1920-1924)

The first Assembly (1920), considering that the reduction and limitation of armaments was not merely a technical problem and that, in order to arrive at a practical solution, it was necessary, in addition to technical aspects, to examine a certain number of political, social and economic questions, decided to set up a Temporary Mixed Commission composed of persons specially qualified to deal with the different questions involved in this problem. The Commission remained in being until September 1924.

During this period, the general aspect of disarmament was considered in relation to collective security, in the hope of finding a solution of the latter problem that would satisfy certain States. The attempts were, however, unsuccessful (draft Treaty of Mutual Assistance, Geneva Protocol, *see* page 109).

2. PREPARATORY COMMISSION FOR THE DISARMAMENT CONFERENCE (1925-1930)

In September 1925, the Assembly requested the Council to make a preparatory study with a view to a Conference for the Reduction and Limitation of Armaments. Giving

effect to this request, the Council, on September 12th, 1925, constituted the Preparatory Commission for the Disarmament Conference, consisting of representatives of a certain number of States Members and non-members of the League.

The Preparatory Commission held six sessions: in May and September 1926, in March-April and November-December 1927, in March 1928, in April-May 1929 (first part) and November-December 1930 (second part).

The Commission finally dissolved on December 9th, 1930, after preparing a draft Convention on the Reduction and Limitation of Armaments and a Final Report.

3. CONFERENCE FOR THE REDUCTION AND LIMITATION OF ARMAMENTS (1932-...)

The Conference for the Reduction and Limitation of Armaments met at Geneva on February 2nd, 1932, under the Presidency of Mr. Arthur Henderson.

Sixty-one States, five of which are not Members of the League of Nations (Sa'udi Arabia (Hejaz), Brazil, Costa Rica, Egypt and the United States of America), sent representatives.

The Conference set up two principal organisations, the General Commission and the Bureau.

The General Commission is composed of representatives of all delegations, a Chairman, a Vice-Chairman, and a Rapporteur.

The Bureau consists of the President of the Conference, the Honorary President (M. Motta, President of the Swiss Confederation in 1932), the fourteen Vice-Presidents of the Conference—namely, the delegates of the following States: Argentine, Austria, Belgium, the United Kingdom, Czechoslovakia, France, Germany, Italy, Japan, Poland, Spain, Sweden, the Union of Soviet Socialist Republics and the United States of America—the Vice-Chairman of the General Commission and the Presidents of the four Commissions on Land

Armaments, Naval Armaments, Air Armaments and National Defence Expenditure respectively.

Occupied with several draft plans for disarmament, notably one by the United States delegation (the Hoover plan), on July 23rd, 1932, the Conference took a decision in favour of a substantial reduction of world armaments.

It also pronounced in favour of the prohibition of certain methods of war : bombing from the air, the use of chemical, incendiary and bacterial weapons. Lastly, it made a distinction between "defensive" and "offensive" weapons (heavy artillery, tanks over a certain tonnage), the latter weapons to be ultimately abolished.

A Permanent Disarmament Commission was to supervise the application of the future Disarmament Convention.

On September 14th, the German delegation stated that it would cease to take part in the future work of the Conference so long as the principle of equality of rights between all nations was not accepted.

On December 11th, the representatives of the United Kingdom, the United States of America, France, Italy and Germany recognised the principle of equality of rights under conditions assuring the security of all nations. Germany, on December 14th, resumed her place at the Conference, which undertook the examination of a plan presented by France and the proposal of the Soviet delegation regarding security.

On March 16th, 1933, the United Kingdom delegation submitted a draft Convention drawn up in such a manner as to take into account previous decisions and discussions of the Conference. It was adopted on March 27th as a basis of discussion, and accepted unanimously on June 8th, after a first reading debate, as the basis of the future Convention. It was understood that, before the second reading, the Governments would endeavour by negotiations to reduce existing political difficulties. But the agreement sought was not attained. On October 14th, 1933, Germany again left the Conference.

Exchanges of views were nevertheless continued between Governments until May 1934.

On June 8th, 1934, the General Commission voted a resolution instructing the Bureau to seek a solution of the problems in suspense and to take the necessary steps to frame a complete draft convention. Furthermore, the resolution instructed the Committees to study certain important problems. Three of these Committees—Security, Guarantees of Execution and Supervision, Manufacture of and Trade in Arms—immediately met and reached an agreement on certain principles. (See also Historical Summary, page 270.)

The Bureau of the Conference met on November 20th, 1934, and approved a proposal of the President, which, while fully respecting previous resolutions as to the final objective of the Conference, selected a certain number of questions suitable for forming the subject of separate protocols that might come into force successively, without the Conference's waiting for the completion of a full Convention. The points were :

- (a) The control of the manufacture of and trade in arms (in regard to which important proposals had been made during the summer of 1934 by the United States Government);
- (b) Budgetary publicity;
- (c) The setting-up of the Permanent Disarmament Commission.

Between November 1934 and April 1935, the competent technical committees met to draft provisions on these three subjects. These texts were communicated to the Governments represented at the Conference.

Neither the Bureau nor the General Commission met during 1935.

STATE OF THE WORK OF THE DISARMAMENT CONFERENCE

After several years of work, with interruptions, it was found that general agreement existed on the following points :

- (a) Prohibition of certain methods of war : bombing from the air, chemical, incendiary and bacterial weapons.

(b) Principle of qualitative and quantitative limitation of armaments.

Qualitative limitation would involve the immediate or gradual abolition of certain particularly powerful types of armaments (e.g., heavy artillery, tanks above a certain tonnage).

Quantitative limitation would involve a limitation in the number of non-prohibited weapons which States might possess.

Agreement was not reached, however, as regards the application of these principles.

(c) Supervision of the manufacture of and trade in arms.

The principle of such supervision is generally accepted, although States have not yet made a definite pronouncement on its details.

(d) Publicity of national defence expenditure.

A detailed system organising publicity of national defence expenditure, which appears to meet with general acceptance, has been drawn up.

(e) Supervision of the execution of the convention.

States appear to accept the idea of supervision, entrusted to a Permanent Disarmament Commission and involving periodical inspections on the spot.

A procedure for the establishment of breaches of the convention has been drawn up.

(f) Guarantees of execution.

The Conference considered the question of guarantees for ensuring the execution of the convention and preventing or putting an end to infractions thereof. The necessity of guarantees was generally accepted by the Conference. (As regards security, see page 91.)

LIMITATION OF NAVAL ARMAMENTS

In close connection with the work of the League for the reduction of armaments, it should be mentioned that the limitation of naval armaments was dealt with in the Washington Naval Treaty of 1922 and the London Naval Treaty of 1930. By the former, the five great naval Powers (United Kingdom, France, Italy, Japan and United States of America) agreed to a limitation of their capital ships and aircraft carriers. By the latter, the United Kingdom, Japan and the United States agreed to limit their cruisers, destroyers and submarines, and the five Washington Treaty Powers agreed not to lay down, during the period 1930 to 1936, the capital ship replacement tonnage which they were entitled by the Washington Treaty to lay down during those years.

On December 9th, 1935, a Conference was opened in London for concluding a treaty to replace the two previous naval treaties which expire at the end of 1936. The Governments of the United States of America, Japan, France, Italy, and the United Kingdom and the Secretary-General of the League were represented at this Conference, the last-mentioned by an observer.

MORAL DISARMAMENT

On September 23rd, 1931, the problem of moral disarmament, raised in a memorandum from the Polish Government, was referred to the Disarmament Conference. The problem was defined as that of seeking the best methods of bringing about a moral *détente* in order to create an atmosphere favourable to the pacific solution of international problems. It was, in particular, proposed to consider measures which Governments might take in order to ensure that education in all degrees, imparted by means of broadcasting or the cinema, might be inspired with mutual respect and good understanding as between the nations. Measures were also suggested relating

to the Press, and an undertaking was contemplated for the adaptation of domestic legislation to the stage at present reached in the development of international organisation.

A Sub-Committee of the Political Commission was specially entrusted with the task of dealing with this question and of drawing up, with the help of the Secretariat and of the International Institute of Intellectual Co-operation, an act to be inserted in the final Convention of the Conference.

D. CONVENTIONS IN CONNECTION WITH THE SETTLEMENT OF DISPUTES AND SECURITY

These are distinct from the Covenant, but are intended to complete it, or are similar to it in purpose.

Since the creation of the League of Nations, efforts have continued without intermission to develop the organisation of peace as regards both security and the pacific settlement of disputes. These efforts, which have resulted in failures and successes, took various forms: endeavours to amend the Covenant, conclusion of general agreements supplementary to the Covenant (e.g., General Act of Arbitration), particular treaties (Locarno Treaties), general treaties (Pact of Paris), obligations to be inserted in the Disarmament Convention.

I. AMENDMENTS TO THE COVENANT

In the first place, attempts were made to amend the Covenant. Various amendments, affecting Article 16 in particular, were voted by the Assembly at its second session in 1921. These amendments have so far not been ratified.

A procedure for the amendment of the Covenant of the League of Nations in order to bring it into harmony with the Pact of Paris was set on foot in 1929 (see page 113). Difficulties were encountered and the matter has been put aside for the moment.

2. TREATIES SUPPLEMENTARY TO THE COVENANT

Attempts were subsequently made to remedy the supposed deficiencies of the Covenant by supplementary treaties—viz. :

(a) DRAFT TREATY OF MUTUAL ASSISTANCE

The Temporary Mixed Commission (see page 102) submitted to the Assembly in September 1923 a draft Treaty of Mutual Assistance, regarding which the fifth Assembly, in September 1924, was unable to reach an agreement, and the draft, which had been accepted in principle by eighteen States, was abandoned. This draft treaty specified means of determining the aggressor, defined obligations in the matter of assistance and provided for agreements for assistance within continental limits.

(b) GENEVA PROTOCOL

On October 2nd, 1924, the Assembly adopted a plan for the organisation of peace commonly known as the Geneva Protocol. This Protocol endeavoured to find a general solution for the problems of the pacific settlement of disputes, of security and of disarmament. In particular, (1) it prohibited recourse to war in any circumstances; (2) it established a method of determining the aggressor whereby the aggressor should be presumed to be that State which refused to resort to arbitration or to comply with an award, or refused to comply with the provisional measures prescribed by the Council; (3) it made the application of sanctions compulsory after the determination of the aggressor; (4) it provided that all disputes should be terminated by a binding decision pronounced by the Permanent Court of International Justice, the Council of the League unanimously, or a board of arbitration.

The Geneva Protocol was signed by fourteen States, but it became clear at the 1925 Assembly that it could not secure general acceptance, and more especially the acceptance of

certain great Powers, and it was in practice abandoned. The chief reasons for this abandonment were the refusal to accept compulsory arbitration for all disputes and reluctance to assume what were regarded as excessively heavy burdens in the matter of sanctions.

3. LOCARNO AGREEMENTS, 1925

The failure of the Treaty of Mutual Assistance and of the Geneva Protocol had shown that the question of security was not ripe for a complete solution, either on the worldwide or on the continental scale. In Europe, efforts were then directed towards the conclusion of a regional pact dealing with the western frontiers of Germany.

This was achieved by the Treaty of Mutual Guarantee, concluded on October 16th, 1925, at Locarno (also known as the Rhine Pact) between five States—namely, Germany, Belgium, the United Kingdom, France and Italy. It is a treaty of mutual assistance providing for the intervention of the Council and contains two distinct elements :

- (a) An undertaking of non-aggression entered into by Germany towards France and Belgium and by France and Belgium towards Germany;
- (b) The United Kingdom and Italy guarantee the inviolability of the German-Belgian and German-French frontiers against aggression from either side.

In addition, four bilateral Treaties of Arbitration were concluded at Locarno between Germany and the following countries : Belgium, Czechoslovakia, France and Poland.

The Assembly, in a resolution of September 25th, 1926, gave its approval to the Locarno Treaties and added that " agreements of this kind need not necessarily be restricted to a limited area, but may be applied to different parts of the world ".

4. GENERAL ACT OF ARBITRATION

A Committee known as the Committee on Arbitration and Security was set up on November 30th, 1927, by the Preparatory Commission for the Disarmament Conference with a view to increasing the guarantees of security and thus facilitating the work of disarmament.

One of the most important results achieved by this Committee was the General Act of Arbitration for the Pacific Settlement of International Disputes, adopted by the Assembly and thrown open to accession by all States on September 26th, 1928.

This Act entered into force on August 16th, 1929. Up to December 31st, 1935, it had received twenty-three accessions, including those of France, the United Kingdom and Italy.¹ Almost all of these accessions (twenty-one) are to the Act as a whole.²

The General Act, in three different chapters, provides separate procedures: a procedure of conciliation for all disputes (Chapter I); a procedure of judicial settlement or arbitration for disputes of a legal nature (Chapter II); and a procedure of arbitration for other disputes (Chapter III). States may accede to the General Act in whole or in part.

5. MODEL TREATIES

The same Assembly recommended to the attention of States, on September 26th, 1928, a series of model bilateral or multilateral treaties (treaties A, B, C, D, E and F) concerning the pacific settlement of disputes, non-aggression and mutual

¹ The States are as follows: Australia, Belgium, United Kingdom, Canada, Denmark, Estonia, Ethiopia, Finland, France, Greece, India, Irish Free State, Italy, Latvia, Luxemburg, Norway, Netherlands, New Zealand, Peru, Spain, Sweden, Switzerland and Turkey.

² Only the Netherlands and Sweden have given a partial accession.

assistance. The provisions concerning non-aggression and mutual assistance are based on the Locarno Treaty of Mutual Guarantee of October 16th, 1925.

6. CONVENTION ON FINANCIAL ASSISTANCE

This Convention, which was prepared by the Committee on Arbitration and Security, was approved by the Assembly on September 29th, 1930, and opened for signature on the same date. Its entry into force is subject to two conditions—namely, that at least three Governments providing specific financial assistance should have ratified the Convention or acceded thereto (Article 32), and that a plan for the reduction of armaments should have been put into force (Article 35). Neither of these conditions has yet been fulfilled.¹

7. CONVENTION TO IMPROVE THE MEANS OF PREVENTING WAR

This Convention, which was also drawn up by the Committee on Arbitration and Security, was approved by the Assembly on September 26th, 1931, and opened for signature on the same date. Its entry into force is subject to the condition that it should have received ten ratifications or accessions (Article 13). This condition has not yet been fulfilled.

This Convention includes, *inter alia*, an undertaking by the parties, should a threat of war arise between them, to comply with the conservatory measures prescribed by the Council (for example, fixing of lines which must not be passed by the forces of the parties).²

¹ Up to December 31st, 1935, the Convention had received three ratifications—those of Denmark, Finland and Iran—and twenty-seven signatures subject to ratification.

² Up to December 31st, 1935, the Convention had received four ratifications—Netherlands, Nicaragua, Norway and Peru—and nineteen signatures subject to ratification.

8. THE PARIS PACT

The Paris Pact (also known as the Briand-Kellogg Pact), of August 27th, 1928, which was drawn up outside the League of Nations, is of considerable importance. It reads as follows :

The High Contracting Parties solemnly declare in the names of their respective peoples that they condemn recourse to war for the solution of international controversies, and renounce it as an instrument of national policy in their relations with one another. (Article I.)

The High Contracting Parties agree that the settlement or solution of all disputes or conflicts of whatever nature or of whatever origin they may be, which may arise among them, shall never be sought except by pacific means. (Article II.)

This Pact came into force on July 25th, 1929. On December 31st, 1935, it was binding on sixty-three States (in addition to fifty-four Members of the League, nine States non-members : Sa'udi Arabia (Hejaz), Brazil, Costa Rica, the Free City of Danzig, Egypt, Germany, Iceland, Japan and the United States of America). The following five States are not bound by the Paris Pact : Argentine, Bolivia, Salvador, Uruguay and Yemen.

The first merit of the Paris Pact is that, going further than the Covenant of the League of Nations, it contains a general prohibition of resort to war. Its second merit is to realise a greater degree of universality than the Covenant of the League of Nations (participation of Germany, the United States of America and Japan). On the other hand, unlike the Covenant of the League of Nations, the Paris Pact provides for no permanent organisation, no procedure and no sanctions.

9. PACT OF RIO DE JANEIRO

The Rio de Janeiro Pact of Non-Aggression and Conciliation was signed on October 10th, 1933.

This Treaty is open for accession by any State. At the end

of 1935 it was in force between twelve American and European States.¹

The Treaty condemns wars of aggression. It prescribes the non-recognition of territorial changes obtained by force. It provides that, in the event of a breach of the Treaty, third States shall adopt a common and united attitude without, however, resorting to force. Lastly, it stipulates that international disputes shall be submitted to conciliation. It is open to all States.

10. PAN-AMERICAN UNION

Mention must be made of a second regional agreement: the Pan-American Union, which dates back to 1889 and includes the States of Latin America and the United States. The Union holds periodical conferences which frame conventions dealing with public and private law. It has an Executive Committee and a Secretariat.

Further, on January 5th, 1929, there were signed at Washington, at a Conference specially convened for the purpose, a general convention of American conciliation and a general treaty of inter-American arbitration.²

11. BALKAN PACT

The Balkan Pact of February 9th, 1934, is at present binding on Greece, Roumania, Yugoslavia and Turkey, and contains a provision under the terms of which it may be opened to other Balkan countries (that is, Albania and Bulgaria).

¹ Argentine, Bulgaria, Chile, Cuba, Czechoslovakia, Dominican Republic, Italy, Nicaragua, Roumania, Salvador, United States of America, Yugoslavia.

² At the end of July 1935, thirteen States were parties to this Treaty: Brazil, Chile, Cuba, Dominican Republic, Guatemala, Haiti, Mexico, Nicaragua, Panama, Peru, Salvador, United States of America, Venezuela.

This Pact is a treaty of mutual assistance whereby all the parties, with equal rights and obligations, guarantee to one another the security of their Balkan frontiers irrespective of whether aggression should come from a Balkan State a party or non-party to the Pact. Further, the parties bind themselves not to enter into any undertaking towards another Balkan country without the consent of the other parties and they undertake to consult one another.

12. TREATIES OF LONDON ON THE DEFINITION OF THE AGGRESSOR

On July 3rd, 4th and 5th, 1933, three Conventions, adopting the text on the definition of the aggressor which had been drawn up by a Committee of the Disarmament Conference and submitted to the General Commission, were signed in London.

These Conventions provide five criteria of aggression :

- (1) Declaration of war upon another State;
- (2) Invasion by its armed forces, with or without a declaration of war, of the territory of another State;
- (3) Attack by its land, naval or air forces, with or without a declaration of war, on the territory, vessels or aircraft of another State;
- (4) Naval blockade of the coasts or ports of another State;
- (5) Provision of support to armed bands formed in its territory which have invaded the territory of another State, or refusal, notwithstanding the request of the invaded State, to take in its own territory all the measures in its power to deprive those bands of all assistance or protection.

These Conventions are the following :

- (1) Convention for the definition of the aggressor, signed on July 3rd, 1933. To it the following are parties : Afghanistan, Estonia, Finland, Iran, Latvia, Poland, Roumania, Turkey and U.S.S.R.
- (2) Convention for the definition of the aggressor, signed July 4th, 1933, between Roumania, Czechoslovakia, Turkey, U.S.S.R. and Yugoslavia.
- (3) Convention for the definition of the aggressor signed July 5th, 1933, between the U.S.S.R. and Lithuania.

The second of these Conventions is open to all States.

13. PARTICULAR TREATIES OF NON-AGGRESSION

A fairly large number of bilateral treaties of non-aggression have been concluded in the last few years, principally between the U.S.S.R. and the adjacent countries and between the Balkan countries.

Afghanistan-Persia, November 27th, 1927; Greece-Roumania, March 21st, 1928; Greece-Yugoslavia, March 27th, 1928; U.S.S.R.-Turkey, December 17th, 1925; U.S.S.R.-Germany, April 24th, 1926; U.S.S.R.-Lithuania, September 28th, 1926; U.S.S.R.-Persia, October 1st, 1927; U.S.S.R.-Afghanistan, July 24th, 1931; U.S.S.R.-Finland, January 21st, 1932; U.S.S.R.-Latvia, February 5th, 1932; U.S.S.R.-Estonia, May 4th, 1932; U.S.S.R.-Poland, July 25th, 1932; U.S.S.R.-Italy, September 2nd, 1932; U.S.S.R.-France, November 29th, 1932.

14. SECURITY IN THE DISARMAMENT CONFERENCE

Independently of the work previously done by the Committee on Arbitration and Security set up by the Preparatory Disarmament Commission, the Disarmament Conference discussed questions connected with security. The work done by it in this connection may be placed under the following five heads:

(a) GENERAL UNDERTAKINGS CONCERNING SECURITY

The British draft Convention adopted as a basis of discussion by the Conference and discussed at a first reading, provides for a conference between all the States, arranged in liaison with the organs of the League of Nations, in the event of a breach or threat of breach of the Pact of Paris.

(b) UNDERTAKING NOT TO RESORT TO FORCE

The Political Commission of the Disarmament Conference adopted a text (British proposal) to be signed by all European States forbidding "resort to force in the circumstances in which the Pact of Paris forbids resort to war".

(c) DEFINITION OF THE AGGRESSOR (Soviet proposal)

A definition of the aggressor drafted by a Security Committee was discussed in the General Commission, which took no decision on the subject.

This definition was embodied in three treaties concluded in London. (See summary of these treaties, page 115.)

(d) PROCEDURE FOR THE ESTABLISHMENT OF THE FACT OF AGGRESSION

The Committee mentioned above drew up an "Act relating to the establishment of facts constituting aggression" (Belgian draft), providing for the optional creation of commissions for establishing the facts. No objections were made to this text.

(e) MUTUAL ASSISTANCE

The above-mentioned Committee drew up a European Pact of Mutual Assistance (French draft), which aims only at facilitating the giving of assistance in cases in which it is already provided for in treaties or in the Covenant of the League of Nations. This Pact was discussed in the General Commission, which took no decision regarding it.

**E. POLITICAL DISPUTES DEALT WITH
BY THE LEAGUE OF NATIONS¹**

I. EUPEN AND MALMEDY

Germany addressed to the Council during the years 1920 and 1921 a series of protests against the attribution of Eupen and Malmedy to Belgium.

The question was discussed at the ninth, eleventh and twelfth sessions of the Council.

¹ This sixth revised edition contains, in addition to a short summary of questions dealt with prior to 1935, more ample details of those dealt with during that year and likely therefore to be of greater interest to the reader.

The Council, on September 20th, 1920, decided to recognise as final the transfer to Belgium of the districts of Eupen and Malmedy.

The Council, on February 22nd, 1921, instructed the Secretary-General to inform the German Government that its decision was final.

2. CONFLICT BETWEEN PERSIA AND SOVIET RUSSIA (the Enzeli Affair).

Appeal of the Persian Government under Articles 10 and 11 of the Covenant, dated May 19th, 1920.

The question was discussed at the sixth session of the Council.

The dispute was settled as a result of direct negotiations between Persia and Soviet Russia.

3. QUESTION OF THE ÅLAND ISLANDS (Finland and Sweden, the countries interested).

Letter from the British Government calling the attention of the Council to this question under Article 11 of the Covenant.

The matter was discussed at the ninth, tenth, thirteenth, and sixteenth sessions of the Council.

The Council, on June 24th, 1921, following a report by a Committee of Jurists and a report by a Commission which went to the spot, decided to recognise the sovereignty of Finland over the Åland Islands, subject to certain new guarantees of autonomy to be accorded to the inhabitants.

On October 20th, 1921, a new Convention on the neutralisation and non-fortification of the Åland Islands was signed at Geneva.

4. CONFLICT BETWEEN LITHUANIA AND POLAND.

Note from the Polish Government informing the Council of this dispute, dated September 5th, 1920.

Appeal of the Lithuanian Government under Article 11 of the Covenant, dated October 15th, 1927.

The matter was discussed at the ninth, tenth, eleventh, twelfth, thirteenth, fourteenth, sixteenth, eighteenth, twenty-third and twenty-fourth sessions of the Council and at the second and third sessions of the Assembly.

The Council, on December 10th, 1927, adopted a resolution noting that peace existed between the two countries and recommending the two Governments to undertake direct negotiations with a view to establishing relations such as might ensure between them the good understanding on which peace depends. The Council declared that its resolution in no way affected the questions in regard to which the two Governments had divergent views.

The matter was discussed again at the forty-eighth, forty-ninth, fifty-first, fifty-second, fifty-third, fifty-sixth, sixty-second and sixty-third sessions of the Council.

5. THE TACNA-ARICA DISPUTE (Bolivia, Peru and Chile).

Bolivia, in a letter dated November 1st, 1920, asked that Article 19 of the Covenant should be applied.

The question was discussed by the Assembly in 1921.

The Bolivian Government, on September 28th, 1921, informed the Assembly that it did not insist upon placing its request on the agenda.

Peru, in a letter dated November 1st, 1920, asked that Articles 15 and 19 of the Covenant should be applied.

The Peruvian Government, in a letter dated December 2nd, 1920, notified the Secretary-General that it withdrew the request.

6. DISPUTE BETWEEN PANAMA AND COSTA RICA, 1921.

There was a discussion of this matter at the twelfth session of the Council.

7. DELIMITATION AND ALLEGED VIOLATIONS OF THE ALBANIAN FRONTIER (Albania, Yugoslavia and Greece).

The Albanian Government appealed to the Council on June 15th, 1921, under Article 11 of the Covenant.

The matter was discussed at the thirteenth, fourteenth, fifteenth, sixteenth, twenty-ninth and thirtieth sessions of the Council and at the second session of the Assembly.

The frontiers of Albania were delimited by a decision of the Conference of Ambassadors, which was notified to the Secretary-General on November 9th, 1921.

A Commission of Enquiry which the Council sent to the spot informed the Council in a report, dated December 20th, 1921, that the evacuation of Albanian territory had been completed.

Following an opinion given by the Permanent Court of International Justice, a direct agreement was secured between the two parties regarding the delimitation of the frontier in the neighbourhood of the Monastery of St. Naoum.

The Albanian Government brought the matter before the Council under Article 11 of the Covenant on September 27th, 1924.

The representative of Greece at the thirtieth session of the Council announced that his country would execute the decision of the Conference of Ambassadors of April 19th, 1924, delimiting the frontier in the region of Koritza.

8. LIQUIDATION OF ESTATES OF THE FORMER AUSTRO-HUNGARIAN MONARCHY IN YUGOSLAVIA, 1921.

Austria submitted this question to the Council in a letter dated June 7th, 1921.

The matter was discussed at the thirteenth session of the Council.

The Yugoslav Government, on September 16th, 1921, informed the Secretary-General that it had agreed with the Austrian Government to undertake direct negotiations.

9. THE UPPER-SILESIAN QUESTION (Frontier between Germany and Poland).

The Supreme Council, in a letter dated August 12th, 1921, submitted the question to the Council under Article 11 of the Covenant.



UPPER SILESIA } ——— New frontier
 } ----- Limit of the territory subject to plebiscite

The matter was discussed at the extraordinary session of the Council in August, September and October 1921, and at the eighteenth session of the Council.

On October 12th, 1921, the Council recommended a definite frontier line and the conclusion of a convention between Germany and Poland.

The Conference of Ambassadors, on October 20th, 1921,

adopted the frontier line recommended by the Council.

The Convention relating to Upper Silesia was signed by Germany and Poland on May 15th, 1922.

10. EASTERN CARELIA (Finland and Soviet Russia).

The Government of Finland, on November 26th, 1921, notified the Council of certain measures taken by the Soviet Government in Eastern Carelia. On January 13th, 1922, it appealed to the Council under paragraph 2 of Article 11 and under Article 17 of the Covenant.

The matter was discussed at the sixteenth, twenty-third, twenty-fourth and twenty-sixth sessions of the Council.

The Permanent Court of International Justice, to which, at the request of Finland, the Council had applied for an advisory opinion, declared, on July 23rd, 1923, that it could not express any view upon the question submitted to it.

The Council, on September 27th, 1923, noted the opinion of the Court.

11. THE AUSTRO-HUNGARIAN FRONTIER (Burgenland).

The Austrian and Hungarian Governments agreed, under a Protocol signed at Vienna, to accept the arbitration of the Council, and the President of the Conference of Ambassadors asked the Council, in a letter dated June 6th, 1922, to place the question on its agenda.

The matter was discussed at the twenty-first session of the Council.

The Council gave an arbitral decision establishing the frontier line on September 19th, 1922.

12. INCURSIONS OF ARMED BANDS INTO THE FRONTIER DISTRICTS OF THE STATES BORDERING UPON BULGARIA (Bulgaria, Roumania, Yugoslavia and Greece).

The Bulgarian Government called the attention of the Council to the situation under Article 11, paragraph 2, of the Covenant in a letter dated June 17th, 1922.

The question was discussed at the nineteenth session of the Council.

The Council, on July 19th, 1922, expressed the hope that the negotiations undertaken between the countries concerned would result in a direct understanding.

13. FRONTIERS BETWEEN HUNGARY AND YUGOSLAVIA.

The Council was asked to deal with this question in a letter from the Hungarian Government dated July 2nd, 1922.

The question was discussed at the nineteenth and twenty-first sessions of the Council.

The frontier was traced by a decision of the Conference of Ambassadors after the Council had notified them on September 30th, 1922, that its good offices had not secured the desired result.

14. FRONTIER BETWEEN HUNGARY AND CZECHOSLOVAKIA IN THE SALGOTARJAN REGION.

The question was brought before the Council in a letter from the Hungarian Government, dated November 16th, 1922, and in a letter from the President of the Conference of Ambassadors dated January 3rd, 1923.

The Council, on April 23rd, 1923, gave an arbitral award in accordance with the procedure previously accepted by the parties. The representatives of Hungary and Czechoslovakia accepted the decision.

15. CONFLICT OVER NATIONALITY DECREES IN TUNIS AND MOROCCO (France and the United Kingdom).

The British Government asked that this question should be placed on the agenda of the Council on August 11th, 1922.

The matter was discussed at the twenty-first session of the Council.

Following an advisory opinion of the Permanent Court of International Justice, negotiations took place between the French and British Governments which resulted in an agreement.

16. EXPROPRIATION BY THE ROUMANIAN GOVERNMENT OF THE LANDED PROPERTIES OF THE HUNGARIAN OPTANTS.

Appeals were made to the Council:

By the Hungarian Government under Article 11, paragraph 2, of the Covenant, on March 15th, 1923.

By the Roumanian Government, under Article 11, paragraph 2, of the Covenant, on February 24th, 1927.

By the Hungarian Government on the basis of Article 239 of the Treaty of Trianon and Article 13, paragraph 3, and Article 14 of the Covenant, on June 16th, 1927.

The question was discussed at the twenty-fourth, twenty-fifth, forty-fourth, forty-fifth, forty-seventh, fifty-sixth, fifty-seventh and fifty-ninth sessions of the Council.

Agreements signed in Paris on April 28th, 1930, concerning eastern reparations provided a solution, among other questions, of the problem of the Hungarian optants, and the Council accordingly withdrew the question from its agenda, at the request of the Hungarian Government, subject to the entry into force of the agreements in question.

17. QUESTION OF THE POLISH-CZECHOSLOVAK FRONTIER
(the Jaworzina Question).

The question was brought before the Council under Article 11, paragraph 2, of the Covenant in a letter dated September 20th, 1923, signed by the President of the Conference of Ambassadors.

The matter was discussed at the twenty-sixth, twenty-seventh and twenty-eighth sessions of the Council.
The Council, on March 12th, 1924, recommended to the

Conference of Ambassadors a frontier line which was accepted by them on March 26th, 1924.

18. DISPUTE BETWEEN GREECE AND ITALY (the Corfu Incident).

On September 1st, 1923, the Greek Government submitted the dispute to the Council under Articles 12 and 15 of the Covenant.

The question was discussed at the twenty-sixth session of the Council.

The President of the Council, on September 17th, 1923, notified the Council of a communication from the Conference of Ambassadors announcing the settlement of the dispute as a result of diplomatic negotiations undertaken by the Conference.

19. THE QUESTION OF MEMEL.

The Governments represented at the Conference of Ambassadors, in a note dated September 25th, 1923, called the attention of the Council, under Article 11, paragraph 2, of the Covenant, to the situation of Memel.

Following the report of a Commission which visited the spot and direct negotiations at Geneva with representatives of the Lithuanian Government, the Council, on March 14th, 1924, recommended the British Empire, France, Italy and Japan to accept the Convention relating to the transfer of the territory of Memel and noted the acceptance of the Convention by Lithuania. The Convention was signed by the countries concerned on May 8th, 1924.

In 1926, 1927, 1930, 1931 and 1932, the attention of the Council was called to the situation in the territory of Memel.

The question was discussed at the twenty-seventh, twenty-eighth, thirty-fifth, forty-first, forty-second, forty-fifth, sixty-first, sixty-second, sixty-third and sixty-sixth sessions of the Council.

20. FRONTIER BETWEEN TURKEY AND IRAQ (the Mosul Affair).

The question was brought before the Council in a letter from the British Government, dated August 6th, 1924.

It was discussed at the thirtieth, thirty-first, thirty-fifth, thirty-seventh, thirty-ninth and fortieth sessions of the Council.

The Council, in a resolution dated December 16th, 1925, traced the frontier between Turkey and Iraq. The representative of Turkey was not present at that meeting. As a result of direct negotiations between the United Kingdom and Turkey, the frontier traced by the Council, with some slight modifications, was recognised by the Treaty of Angora, June 5th, 1926.

21. EXPULSION OF THE ECUMENICAL PATRIARCH FROM CONSTANTINOPLE.

The question was brought before the League of Nations by an appeal from the Greek Government under Article 11, paragraph 2, of the Covenant, dated February 11th, 1925.

The question was discussed at the thirty-third and thirty-fourth sessions of the Council.

The Greek Government withdrew its request in a letter dated June 1st, 1925, the question having been settled by special negotiations.

22. INCIDENT ON THE GRECO-BULGARIAN FRONTIER (Demir Kapu).

Bulgaria appealed to the League of Nations under Articles 10 and 11 of the Covenant on October 22nd, 1925.

The question was discussed at an extraordinary session of the Council in October 1925 and at the thirty-sixth, thirty-seventh and thirty-ninth sessions of the Council.

The President of the Council, on October 23rd, reminded the Bulgarian and Greek Governments of their obligations as

Members of the League, inviting them to withdraw their troops behind their respective frontiers.

The Council met in extraordinary session on October 26th, and the Bulgarian and Greek Governments were invited to withdraw their troops within sixty hours. British, French and Italian officers were sent to the spot in order to report to the Council upon the execution of its decision.

The Bulgarian and Greek representatives, on October 28th, informed the Council that they would conform to its decision.

On October 29th, a Commission was set up by the Council to make a complete enquiry into the incidents.

The Council, in a resolution dated December 14th, 1925, settled the incident on the basis of recommendations made by the Commission of Enquiry.

23. DELIMITATION OF THE FRONTIER BETWEEN GREECE AND TURKEY (Maritza).

The question was raised as a result of an appeal by Greece under Articles 11 and 14 of the Covenant, dated February 24th, 1926.

The matter was discussed at the thirty-ninth session of the Council.

The Council, on March 18th, 1926, decided that it was not called upon to trace the frontier between Greece and Turkey, as another body was under instructions to deal with the matter.

24. ALBANIAN MINORITIES IN GREECE.

(a) The Albanian Government appealed to the Council under Article 11, paragraph 2, of the Covenant on August 11th, 1924.

The Council, in a resolution, dated September 30th, 1924, expressed the view that this question should be dealt with as concerning the application of the Greek Treaty on the protection of minorities. On December 11th, 1924, it appointed representatives with instructions to forward

periodical reports. On September 16th, 1926, it noted the final report of its representatives.

(b) The Albanian Government appealed to the Council under Article 11 of the Covenant on May 10th, 1928.

There were discussions at the thirtieth and fiftieth sessions of the Council.

On June 9th, 1928, the Council adopted a report recommending direct negotiations.

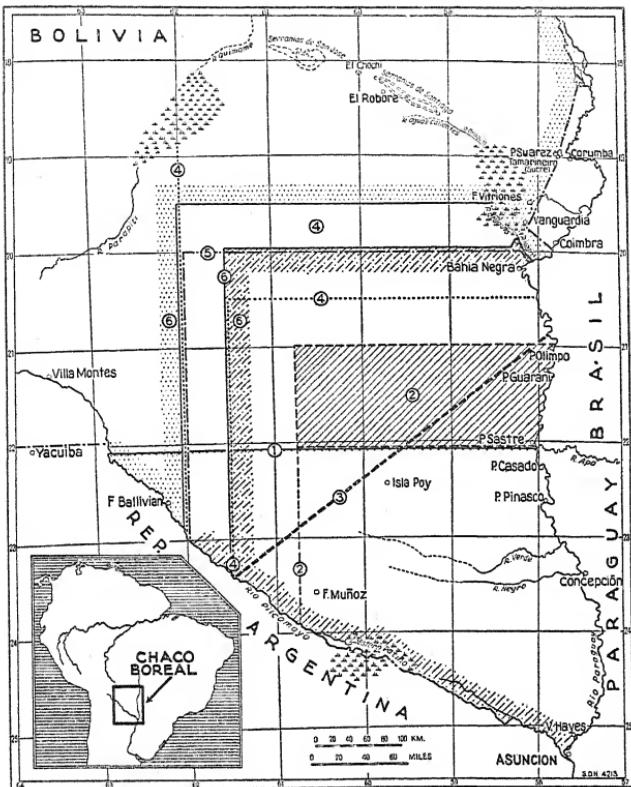
25. DISPUTE BETWEEN BOLIVIA AND PARAGUAY (the Gran Chaco Question), 1928-1935.

This affair was first treated under Article 4, paragraph 4, and then under Article 11 of the Covenant at the request of the three Members of the Council dealing with it (March 8th, 1933) on May 31st, 1934, and afterwards under Article 15, which was invoked by Bolivia.

The question was discussed at the fifty-third, fifty-ninth, sixty-eighth, sixty-ninth, seventieth, seventy-first, seventy-second, seventy-third, seventy-fourth, seventy-fifth, seventy-sixth, seventy-eighth, seventy-ninth, eightieth, eighty-first, eighty-second and ninetieth sessions of the Council, and at the fifteenth ordinary (September 1934) and the extraordinary (November 1934) sessions of the Assembly.

The Council, on July 3rd, 1933, adopted a report appointing a Commission of five members to visit the spot with a view to the settlement of the question. The Commission reached Montevideo on November 3rd and proceeded thence to Paraguay and Bolivia. An armistice proposed by Paraguay on December 18th, was accepted by Bolivia and the Commission announced that it would convene the representatives of the two countries to meet at Montevideo to negotiate conditions of security and peace.

On January 6th, 1934, the armistice came to an end and, as its peace proposals were not accepted by the parties, the Commission returned to Geneva to report to the Council.



TERRITORY OF THE GRAN CHACO

1-4. Proposals for a settlement made between 1879 and 1907. 5. Brazilian suggestion, September 2nd, 1933. 6. League Committee's proposal for policing Chaco territory, February 1934.

On May 31st, 1934, Bolivia invoked Article 15 of the Covenant, and then asked the Council under the same article, to lay the dispute before the Assembly. The ordinary session of the Assembly of 1934 duly considered the matter and set up an Advisory Committee of twenty-two members, which met on the conclusion of that session. This Committee has a twofold task : to explore the possibilities of conciliation under Article 15, paragraph 3, and at the same time to prepare the report provided for under paragraph 4. It was understood that the work of conciliation, which was entrusted to a Sub-Committee of American States, might be proceeded with until the adoption of the report provided for in Article 15, paragraph 4, by an extraordinary session of the Assembly to be held in the near future.

This extraordinary session was held from November 20th to 24th, 1934. The Assembly unanimously adopted the report provided for by Article 15, paragraph 4, of the Covenant. The parties have stated that they will shortly announce whether they accept the Assembly's proposals.

On December 10th, the Bolivian Government unreservedly accepted the Assembly's recommendations, to which Paraguay was unable to agree.

On January 16th, 1935, the Advisory Committee, referring to the terms of Articles 12 and 15 of the Covenant, and observing that hostilities still continued, informed the Members of the League that had prohibited the supply of war material to the two parties that, in its opinion, such prohibition should not be maintained in force as regards Bolivia.

On February 24th, Paraguay, protesting against this "sanction", gave notice of withdrawal from the League.

At its extraordinary session on May 20th, the Assembly accordingly decided to postpone the Chaco question to the ordinary session in September 1935.

The negotiations that had been announced to the Advisory Committee by the Argentine and Chile on March 11th and May 16th, 1935, led to the signature on June 12th of the two

protocols of Buenos Aires, which provided for a cessation of hostilities, each army remaining in the position occupied by it, and enabled a Peace Conference, at which all the States mentioned above would be represented, to be summoned for the settlement of the Bolivo-Paraguayan dispute.

The Agreement of June 12th also provided for demobilisation within ninety days, the reduction of effectives by each side to 5,000 men, and an undertaking not to acquire war material. Having regard to this last obligation, the Chairman of the Advisory Committee (M. de Vasconcellos, Portugal) proposed to Members of the League to suspend any discriminatory measures as to the supply of arms, as far as the two former belligerents were concerned.

The Assembly was informed in September 1935 that the demobilisation had proceeded normally. Before December 31st, 1935, the Buenos Aires Conference had also (1) secured the consent of the parties to the holding of a judicial enquiry as to responsibility for the war (October 2nd, 1935) and (2) declared the war at an end (October 25th, 1935). An agreement as to the repatriation of prisoners of war was being negotiated. The frontier-line proposed by the Conference for the division of the Chaco between the two countries has not yet been accepted.

26. ASSISTANCE FURNISHED TO THE LIBERIAN GOVERNMENT.

The Liberian Government, in a letter dated January 23rd, 1931, asked the League of Nations for financial and administrative assistance.

The question was discussed at the sixty-second, sixty-third, sixty-fifth, sixty-sixth, sixty-seventh, sixty-ninth, seventy-seventh, seventy-eighth and seventy-ninth sessions of the Council.

The Council, on October 14th, 1933, adopted a report approving a protocol intended to give effect to the request

for assistance. The representative of Liberia abstained from voting.

On January 19th, 1934, the Council learned that the Liberian Government declined the plan as it stood and was again making reservations which the Council found unacceptable.

These reservations were maintained, and, on May 19th, 1934, the Council formally concluded that the Liberian Government had rejected the plan of assistance, which was therefore withdrawn.

27. QUESTION OF FINNISH VESSELS EMPLOYED BY THE
UNITED KINGDOM DURING THE WAR.

The British Government, in a letter dated July 30th, 1931, submitted the question to the League of Nations.

The matter was discussed at the sixty-fourth, sixty-fifth, sixty-sixth, sixty-seventh, seventy-ninth, eighty-second, eighty-fourth, eighty-sixth and eighty-eighth sessions of the Council.

The Council, at its sixty-sixth session, decided to adjourn the question, direct negotiations having been undertaken by the two parties with a view to a settlement of the dispute.

The question again came before the Council on September 27th, 1934, and was once more adjourned.

On January 21st, 1935, the Council appointed a Committee, consisting of the representatives of Spain, Argentine and Czechoslovakia, to present a report on the question whether, having regard to all the circumstances referred to in the discussion, the Council should apply Article 11, paragraph 2, of the Covenant to the Finnish Government's claim.

At the Council's sitting on May 25th, 1935, the question was adjourned. On September 13th, 1935, the Council agreed with the findings of its Committee, which had given a negative reply to the question put to it.

28. THE SINO-JAPANESE CONFLICT.

On September 21st, 1931, the Chinese Government brought the dispute before the Council under Article 11 of the Covenant. In a letter, dated January 29th, 1932, the Chinese Government further appealed under Articles 10 and 15 of the Covenant, and in a letter, dated February 12th, asked that the question should be submitted to the Assembly.

The question was discussed at the sixty-fifth, sixty-sixth, sixty-seventh and sixty-eighth sessions of the Council and at the Assembly sitting in extraordinary session.

On February 24th, 1933, the extraordinary session of the Assembly adopted a report under Article 15, paragraph 4, of the Covenant containing a statement of the facts of the dispute and the recommendations which it deemed just and proper, the solutions being based on the conclusions of the report of the Commission of Enquiry in the Far East which the Council had sent to the spot. Japan voted against the report and Siam abstained.

29. SETTLEMENT OF THE ASSYRIANS OF IRAQ.

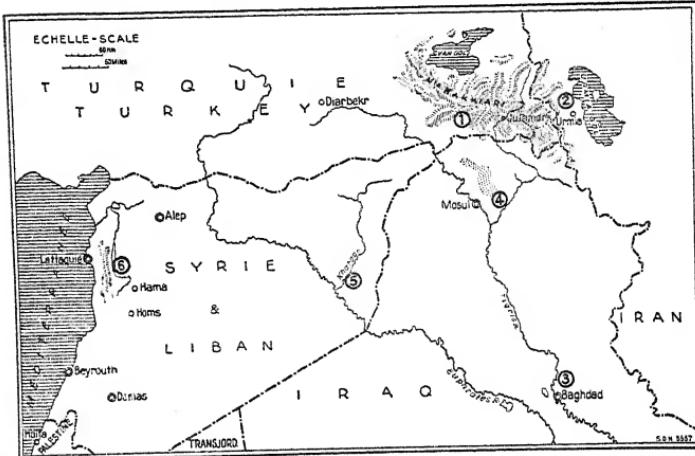
On September 24th, 1932, the British Government drew the Council's attention to a number of petitions from the Assyrian community in Iraq.

The matter was discussed at the seventy-sixth, seventy-eighth, seventy-niuth, eightieth, eighty-second, eighty-fifth, eighty-eighth and eighty-ninth sessions.

On October 14th, 1933, the Council set up a Committee to investigate means of settling those Assyrians who wished to leave Iraq for some other country.

On January 19th, 1934, an offer of opportunities for settlement was received from Brazil. Conditions in that country were thereupon investigated; but, on June 7th, 1934, the Council came to the conclusions that settlement in Brazil was impossible.

On September 28th, 1934, the British Government offered certain lands in Guiana, and the French Government certain areas in West Africa (Bend of the Niger). A mission was thereupon despatched to British Guiana, but on its report the Council decided on April 17th, 1935, that a settlement there was impossible. At the same time, the Council Committee



1. Pre-war home of the Ottoman Assyrians.—2. Pre-war home of Assyrians in Persia.—3. Site of Assyrian Refugee Camps, 1918-1920.—4. Area of attempted settlement in Iraq before 1933.—5. Site of provisional settlement on the Kabur.—6. Site of permanent homeland for the Assyrians.

asked the French Government to consider the possibility of the permanent establishment of the Assyrians in Syrian territory under French mandate. The French Government accepted, subject to certain reservations.

The Chairman of the Committee went to Iraq and to Syria during the summer of 1935 to discuss matters with the autho-

rities concerned. On his recommendation, the Council Committee, on July 13th, decided to direct its efforts towards installing the Assyrians in the plain of the Ghab.

After experts had been specially sent out and had drawn up a detailed scheme of work covering four years, the Assembly, in September 1935, decided to insert in its budget a final contribution of 1,300,000 Swiss francs for the settlement of the Assyrians.

30. DISPUTE BETWEEN THE UNITED KINGDOM AND PERSIA WITH REGARD TO THE ANGLO-PERSIAN OIL COMPANY.

The Government of the United Kingdom submitted the dispute to the Council on December 14th, 1932.

The question was discussed at the sixty-ninth, seventieth and seventy-seventh sessions of the Council.

The Council, on October 12th, 1933, noted that, as a result of the signature of a new concession between the Anglo-Persian Oil Company and Persia, the dispute between that country and the United Kingdom had been definitely settled.

31. CONFLICT BETWEEN COLOMBIA AND PERU (Leticia).

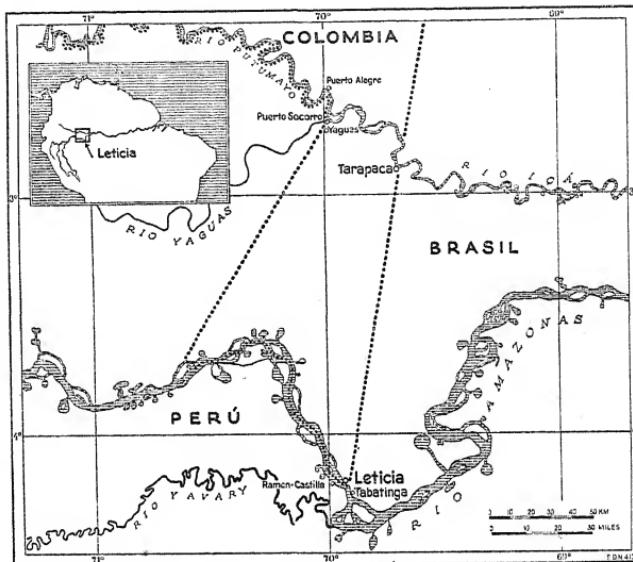
The Government of Colombia brought the question before the Council under Article 15 of the Covenant in a communication dated February 17th, 1933.

The matter was discussed at the seventieth, seventy-first, seventy-third and seventy-ninth sessions of the Council.

Colombia and Peru, on May 25th, 1933, signed an agreement accepting the methods of execution of the recommendations proposed by the Council in a report adopted on March 18th, 1933, under Article 15, paragraph 4, of the Covenant.

On June 23rd, 1933, the Council handed over the temporary administration of the territory known as the Leticia Trapezium to an Administrative Commission appointed by the League of Nations. Under the Salomón-Lozano Treaty, signed at Lima on March 24th, 1922, and ratified on

March 19th, 1928, the territory in question had been assigned to Colombia, but that agreement soon gave rise to a dispute with Peru. The Commission, whose work was of an entirely



TERRITORY KNOWN AS THE LETICIA TRAPEZIUM.

new and unprecedented character, administered Leticia in the name of the Colombian Government from June 23rd, 1933, to June 19th, 1934. Its functions came to an end and the territory was handed back to the Colombian Government on June 19th, 1934, after Colombia and Peru had concluded the Agreement of Rio de Janeiro (May 24th, 1934), consisting of

a Protocol of Peace, Friendship and Co-operation, together with an Additional Act.

The exchange of ratifications of the Protocol signed at Rio de Janeiro in May 1934 by Colombia and Peru took place at Bogotá on September 27th, 1935. The Foreign Ministers of the two countries at the same time expressed their Governments' appreciation of the League's action in the settlement of the dispute.

32. INCIDENTS ON THE HUNGARIAN-YUGOSLAV FRONTIER.

On May 12th, 1934, Hungary requested the Secretary-General to place the question of the incidents which had occurred on the Hungarian-Yugoslav frontier on the agenda of the Council.

The question was discussed at the seventy-ninth and eightieth sessions of the Council.

The two Governments having expressed the opinion that the best way of dealing with the matter would be direct negotiations between themselves, and having intimated that they were anxious to proceed with such negotiations, the Council, on June 5th, 1934, came to the conclusion that, in the circumstances, there was no call for it to go into the merits of the case.

33. REQUEST BY THE YUGOSLAV GOVERNMENT (Marseilles crime).

The Yugoslav Government appealed to the Council on November 22nd, 1934, in virtue of Article 11, paragraph 2, of the Covenant.

The Roumanian and Czechoslovak Governments, by communications made the same day, declared that they associated themselves with the Yugoslav Government's request.

In accordance with a request made by the Hungarian Government on November 24th, 1934, the Council decided to

place the matter on the agenda for its eighty-third session (extraordinary).

On December 10th, 1934, the Council unanimously adopted a resolution deplored the crime which had occasioned the loss of the lives of King Alexander of Yugoslavia and of M. Louis Barthou, recalling that it was the duty of every State neither to encourage nor tolerate on its territory any terrorist activity with a political purpose, and requesting the Hungarian Government to communicate to the Council the measures taken in regard to those Hungarian authorities who might have assumed, at any rate through negligence, certain responsibilities and whose culpability might on that account be established.

The Council further set up a Committee of eleven members (Belgium, United Kingdom, Chile, France, Hungary, Italy, Poland, Roumania, U.S.S.R. Spain, Switzerland) to make an investigation with a view to the drawing up of an international convention to ensure the repression of conspiracies or crimes committed with a political and terrorist purpose.

On January 18th, 1935, the Council received a memorandum from the Hungarian Government giving the results of its enquiry.

On May 25th, 1935, the Council declared the matter closed.

34. REARMAMENT OF GERMANY.

On March 20th, 1935, the French Government, relying on Article 11, paragraph 2, of the Covenant, asked the Secretary-General of the League to summon an extraordinary session of the Council to consider the situation brought about by the German Law of March 16th, 1935, relating to the armament of Germany.

At this, its eighty-fifth session, the Council, in a resolution dated April 17th, 1935, declared that Germany had failed in the duty which lay upon all the members of the international community to respect the undertakings which they have

contracted and condemned any unilateral repudiation of international obligations; it invited the Governments concerned to continue their negotiations and, in particular, to promote the conclusion, within the framework of the League, of agreements for the organisation of security in Europe. It further requested a Committee of thirteen members (United Kingdom, Canada, Chile, France, Hungary, Italy, Netherlands, Poland, Portugal, Spain, Turkey, Union of Soviet Socialist Republics and Yugoslavia) to propose measures to render the Covenant more effective in the organisation of collective security and to define, in particular, the economic and financial measures which might be applied, should, in the future, a State, whether a Member of the League or not, endanger peace by the unilateral repudiation of its international obligations. The resolution was adopted unanimously (Denmark abstaining).

35. ITALO-ETHIOPIAN DISPUTE.

By an application dated January 15th, 1935, the Ethiopian Government appealed to the Council under Article 11, paragraph 2, of the Covenant. The tension in the relations between that country and Italy had been previously announced by a telegram from the same Government to the Secretary-General, dated December 14th, 1934, and following on an incident that had occurred at Walwal.

Discussions took place at the eighty-fourth, eighty-fifth, eighty-sixth, eighty-seventh, eighty-eighth, eighty-ninth and ninetieth Council sessions.

On March 17th, having regard in particular to the military measures taken by Italy, the Ethiopian Government asked for the application of Article 15 of the Covenant in respect of a dispute likely to lead to a rupture and pointed out that it had only consented in January to a postponement by the Council because the two Governments agreed to make endeavours for a settlement on the basis of the Italo-Ethiopian Treaty of August 2nd, 1928, which provides for direct negotiations, for

conciliation in certain cases and afterwards for arbitration.

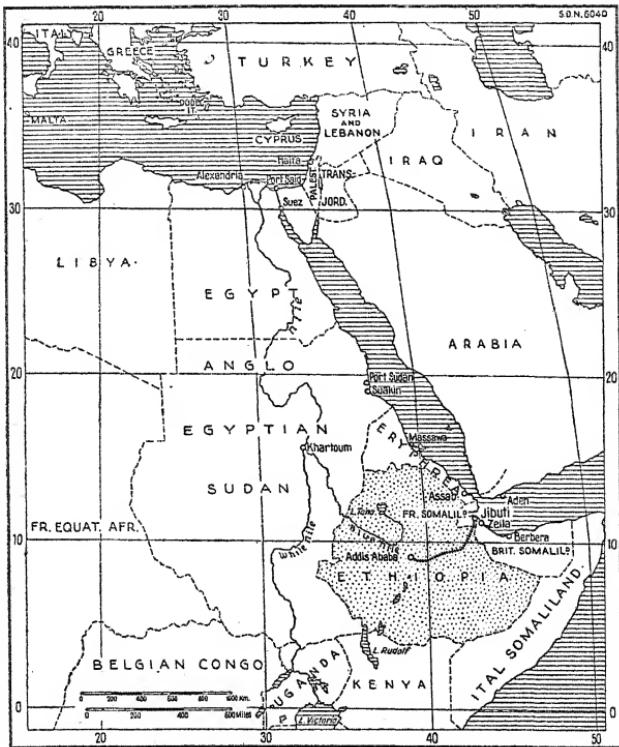
On May 25th, 1935, the Council secured the consent of the two States to the fixing of August 25th as the date at which the conciliation and, should it occur, the arbitration procedure must be terminated. The two Governments agreed to entrust to the arbitrators appointed by them under Article V of the Italo-Ethiopian Treaty of 1928 the determination of the responsibility for the incident that had occurred at Walwal on December 5th, 1934, and for subsequent incidents. Should the two arbitrators appointed by Ethiopia and the two appointed by Italy not have agreed by July 25th as to the settlement of the dispute, nor as to the appointment of the fifth member of the commission, whose appointment would be necessary to transform the conciliation procedure into an arbitration, the Council of the League decided that it would meet. It also decided to meet to examine the situation if, on August 25th, the settlement by means of conciliation and arbitration should not have taken place.

As an agreement was not reached between the four arbitrators by July 25th, the Council, in its resolution of August 3rd, 1935, provided for the resumption of the arbitration proceedings, observing, *inter alia*, that the parties had agreed to exclude from the jurisdiction of the arbitrators the question of sovereignty over Walwal, which had been raised by Ethiopia. The Council also decided to undertake the general examination of the relations between the two parties on September 4th. The Italian representative abstained from voting on this second resolution.

The Conciliation and Arbitration Commission, on August 20th, appointed the fifth arbitrator and, in its award of September 3rd, unanimously declared that neither of the two parties could be held responsible either for the Walwal incident or for subsequent incidents up to May 25th, 1935.

Negotiations between the three Powers (United Kingdom, France and Italy) began in Paris on August 16th, 1935. During these, the United Kingdom and France suggested a

plan of collective assistance for Ethiopia, to enable that country, under the auspices of the League, to carry out certain reforms. Negotiations were unsuccessful, and the Council, on



ETHIOPIA AND NEIGHBOURING COUNTRIES

September 6th, after noting a further request by Ethiopia for the application of Article 15 of the Covenant, decided to appoint a Committee to make a general examination of Italo-Ethiopian relations and to seek for a pacific settlement. This Committee, consisting of the representatives of Spain, United Kingdom, France, Poland and Turkey (Committee of Five), considered the documents received, in particular the Italian memorandum of September 4th on the situation in Ethiopia, taking account of the request made by the Ethiopian delegate at the plenary sitting of the Assembly on September 11th for the granting of assistance to his country under the auspices of the League, made suggestions to the two parties on September 18th. These were accepted by Ethiopia as a basis of negotiations, but rejected by Italy. The Council, on September 26th, was obliged to recognise that the efforts of the Committee of Five had failed. It then entrusted to a committee consisting of all its Members, except the representatives of the parties (Committee of Thirteen), the drafting of a report with a view to the application of Article 15, paragraph 4, of the Covenant; but conciliation was always to remain possible until the Council had adopted the report.

Meanwhile, allusions to the Italo-Ethiopian dispute were made in the Assembly. Sir Samuel Hoare, Foreign Secretary of the United Kingdom, declared on September 11th that his country was ready to fulfil its obligations as a Member of the League and that, in accordance with the system of collective security, it would oppose any act of unprovoked aggression. M. Laval, on behalf of France, associated himself with the United Kingdom delegate's declarations. Similar statements were made by other delegates, who at the same time expressed their hope for a peaceful solution.

The Ethiopian Government informed the League on September 25th that it had given orders to its troops to withdraw 30 kilometres from the frontier and urgently requested the despatch of impartial observers to the spot.

On October 2nd, 1935, a telegram from Addis Ababa

announced that Italian troops had violated the Ethiopian frontier and on October 3rd the Ethiopian Government informed the Council that a battle was taking place in the province of Agamé and that Italian military aeroplanes had bombarded Adowa and Adigrat.

In view of the grave charges brought to its knowledge, the Council, on October 5th, instructed a committee consisting of representatives of the United Kingdom, Chile, Denmark, France, Portugal and Roumania (Committee of Six) to examine the situation and present a report within forty-eight hours.

On October 7th, 1935, the Council unanimously adopted the report of the Committee of Thirteen on the circumstances of the dispute and, in view of the commencement of hostilities, confined itself to recommending that any violation of the Covenant should immediately be brought to an end.

At the same meeting, the members of the Council, who were asked for their individual opinion, all stated—with the exception of the Italian representative—that they agreed with the conclusions of the report of the Committee of Six, to the effect that the Italian Government had resorted to war in disregard of its covenants under Article 12 of the Covenant. In the opinion of the other members of the Council, the Italian Government was, *ipso facto*, deemed to have committed an act of war against all other Members of the League (Article 16 of the Covenant) and it was pointed out that "the fulfilment of their duties under Article 16 was required by the express terms of the Covenant and they could not neglect them without a breach of their treaty obligations (Assembly resolution, October 4th, 1921).

The Assembly, which had decided not to close its ordinary session, was summoned for October 9th, 1935. The Members of the League not represented on the Council gave the same opinion as the Members of the Council, save for Albania, Austria and Hungary, who emphasised their special geographical, material and political position in relation to Italy.

The Italian Government protested against the findings of the Committee of Six and against the procedure followed in the Council and in the Assembly.

As regards the co-ordination of measures under that article, the Council decided to associate the Assembly in its task. The Assembly, on October 10th, invited a Committee composed of one delegate, assisted by experts, for each member to consider and facilitate the co-ordination of such measures and "if necessary, to draw the attention of the Council or the Assembly to situations requiring to be examined by them".

As regards sanctions, see page 176.

36. FRONTIER BETWEEN IRAN AND IRAQ.

On December 5th, 1934, the Government of Iraq referred to the Council, under Article 11, paragraph 2, of the Covenant, the dispute between Iraq and Iran.

Discussion took place at the eighty-fourth, eighty-sixth, eighty-ninth and ninetieth Council sessions.

On September 28th, 1935, the Council noted with satisfaction the happy turn taken by the negotiations between the two countries and adjourned consideration of the matter.

37. DELIMITATION OF THE FRONTIER BETWEEN BURMA AND YUNNAN.

At the request of the United Kingdom and Indian Governments, on the one hand, and of the Chinese Government, on the other, Dr. Tevfik Rüstü Aras, President of the Council, on June 8th, 1935, appointed Colonel Frédéric Iselin, a Swiss engineer, as neutral President of the Mixed Commission set up to mark out on the spot the sector of the frontier between Burma and the Chinese province of Yunnan, which had not yet been delimited.

II. THE MANDATES SYSTEM

The Covenant defines the mandates system as follows :

To those colonies and territories which, as a consequence of the late war, have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilisation and that securities for the performance of this trust should be embodied in this Covenant. (Art. 22, para. 1, Covenant.)

The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who, by reason of their resources, their experience or their geographical position can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League. (Art. 22, para. 2, Covenant.)

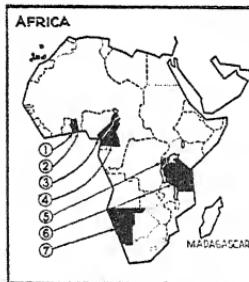
The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances. (Art. 22, para. 3, Covenant.)

The mandates system is therefore designed to secure the well-being and development of the peoples who inhabit the territories in question.



Territories subject to an "A" Mandate :

1. The Lebanon } under the Mandate of
2. Syria } France,
3. Palestine } under the Mandate of the
4. Trans-Jordan } United Kingdom.



Territories subject to a "B" Mandate :

1. Togoland } under the Mandate of the
3. The Cameroons } United Kingdom.
6. Tanganyika } under the Mandate of
2. Togoland } France.
4. The Cameroons } under the Mandate of
5. Ruanda-Urundi } Belgium.

Territory subject to a "C" Mandate :

7. South West Africa under the Mandate of the South African Union.



Territories under a "C" Mandate :

1. The Marianas, Caroline, and Marshall Islands, under the Mandate of Japan.
2. New Guinea (north-eastern part), New Ireland, New Britain and the Solomon Islands, under the Mandate of Australia.
3. Nauru, under the Mandate of the British Empire exercised through Australia.
4. Western Samoa, under the Mandate of New Zealand.

In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge. (Art. 22, para. 7, of the Covenant.)

The degree of authority, control, or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council. (Art. 22, para. 8, Covenant.)

The mandatory Power thus assumes a legally sanctioned obligation: the Mandatory must give an account of its administration to the Council of the League, to which it submits each year a report on the territories under its charge. The whole of the methods of applying the principles formulated in Article 22 is defined in the special "Charters" for each territory under mandate.

A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates. (Art. 22, para. 9, of the Covenant.)

Set up and appointed by the Council, the Permanent Mandates Commission comprises eleven members, the majority of whom are nationals of non-mandatory States. So long as these are members of the Commission, they must not hold any office making them directly dependent on their Governments.

These reports are examined each year by the Permanent Mandates Commission with the assistance of the accredited representatives of the mandatory Powers. The examination is conducted by question and answer and is recorded in the published Minutes. At the end of each session, the Commission draws up "Observations" in respect of each territory, and

these observations are transmitted by the Council to the mandatory Powers for the necessary action.

The Commission's report to the Council also deals with general questions, such as economic equality, the liquor traffic, the application of international conventions, etc.

In 1931, the Commission laid down the " general conditions which must be fulfilled before the mandatory regime can be brought to an end in respect of a country placed under that regime ". These rules were adopted by the Council and were applied for the first time in 1932 on the occasion of the emancipation of Iraq.

The Commission's reports also treat of more special questions, such as those relating to the determination of frontiers.

The Commission examines petitions from interested parties or organisations relating to the administration of the mandated territories, in accordance with the rules laid down by the Council.

On two occasions, the Commission has met in extraordinary session—in 1926, following the events in Syria, and in 1930, in consequence of the disorders in Palestine.

" A " MANDATES

Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognised, subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory. (Art. 22, para. 4, Covenant.)

The Mandatories for Syria, Palestine and Iraq (Mesopotamia) were designated by the Supreme Council at San Remo

on April 25th, 1920. France was entrusted with the administration of Syria, and the United Kingdom with that of Palestine and Mesopotamia (Iraq).

The mandate regime in Iraq terminated on October 3rd, 1932, with the admission of Iraq to the League of Nations, after the Council had found that the conditions on which its emancipation depended were fulfilled.

1. PALESTINE AND TRANS-JORDAN (BRITISH MANDATE).

Area :	63,336 square kilometres.
Population :	(Palestine, not including Trans-Jordan) (1934) 1,104,605.
Imports :	(Palestine, not including Trans-Jordan) (1934) £P15,200,000.
Exports :	(Palestine, not including Trans-Jordan) (1934) £P3,250,000.

2. SYRIA AND LEBANON (FRENCH MANDATE).

Area :	202,500 square kilometres.
Population :	(1929) 2,656,596.
Imports :	(1934) 736,992,000 francs.
Exports :	(1934) 311,288,000 francs.

“ B ” MANDATES

Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League. (Art. 22, para. 5, Covenant.)

On May 7th, 1919, the Supreme Council designated the mandatories. It gave the mandate for the Cameroons and

Togoland to France and the United Kingdom, and that for Tanganyika (former German East Africa) to the United Kingdom. After subsequent negotiations, Ruanda-Urundi (north-west region of former German East Africa) was placed under Belgian mandate.

1. CAMEROONS UNDER BRITISH MANDATE.

Area : 88,231 square kilometres.
Population : (1934) 778,700.
Imports : (1934) £116,148.
Exports : (1934) £194,012.

Administered by the authorities of Nigeria.

2. CAMEROONS UNDER FRENCH MANDATE.

Area : 429,750 square kilometres.
Population : (1934) 2,230,201.
Imports : (1934) 58,713,000 francs.
Exports : (1934) 72,528,000 francs.

3. TOGOLAND UNDER BRITISH MANDATE.

Area : 34,292 square kilometres.
Population : (1934) 328,077.
Imports : (1934) £14,480.
Exports : (1934) £78,143.

Administered by the authorities of the Gold Coast.

4. TOGOLAND UNDER FRENCH MANDATE.

Area : 52,000 square kilometres.
Population : (1934) 762,629.
Imports : (1934) 32,200,000 francs.
Exports : (1934) 28,061,500 francs.

5. TANGANYIKA TERRITORY (BRITISH MANDATE).

Area : 968,871 square kilometres.
Population : (1933) 5,063,66c.
Imports : (1934) £2,343,185.
Exports : (1934) £2,856,589.

6. RUANDA-URUNDI (BELGIAN MANDATE).

Area : 55,200 square kilometres.
Population : (1934) 3,293,170.
Imports : (1934) 30,617,063 francs.
Exports : (1934) 29,352,833 francs.

“C” MANDATES

There are territories, such as South West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilisation, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws of the Mandatory as integral portions of its territory, subject to the safeguards mentioned above in the interests of the indigenous population. (Art. 22, para. 6, Covenant.)

On May 7th, 1919, the Supreme Council designated the Mandatories. It gave the mandate for South West Africa to the Union of South Africa, that for Western Samoa to New Zealand, that for the Island of Nauru to the British Empire (it is administered by Australia), that for the other German possessions in the Pacific south of the equator (New Guinea) to Australia, and that for the islands north of the equator to Japan.

1. SOUTH WEST AFRICA (MANDATE OF THE UNION OF SOUTH AFRICA).

Area : 834,990 square kilometres.
Population : (1934) 266,930.
Imports : (1934) £1,261,865.
Exports : (1934) £1,142,120.

2. WESTERN SAMOA (NEW ZEALAND MANDATE).

Area : 2,934 square kilometres.
Population : (1934) 53,087.
Imports : (1934) £92,784.
Exports : (1934) £128,117.

3. NAURU (BRITISH EMPIRE MANDATE, CARRIED OUT BY AUSTRALIA).

Area : 21 square kilometres.
Population : (1934) 2,677.
Imports : (1934) £93,085.
Exports : (1934) £470,872.

4. NEW GUINEA (AUSTRALIAN MANDATE).

Area : 240,864 square kilometres.
Population : (1934) 462,177.
Imports : (1933-1934) £924,316.
Exports : (1933-1934) £1,766,198.

5. ISLANDS UNDER JAPANESE MANDATE.

(The Marianas and Caroline and Marshall Islands.)

Area : 2,149 square kilometres.
Population : (1934) 90,651.
Imports : (1933) 8,989,740 yen.
Exports : (1933) 18,739,675 yen.

III. PROTECTION OF MINORITIES

Since 1919, a number of countries have assumed obligations in respect of the protection of their nationals belonging to racial, religious and linguistic minorities.

The documents governing the work of the League in this respect comprise :

1. Five special "minorities" treaties :

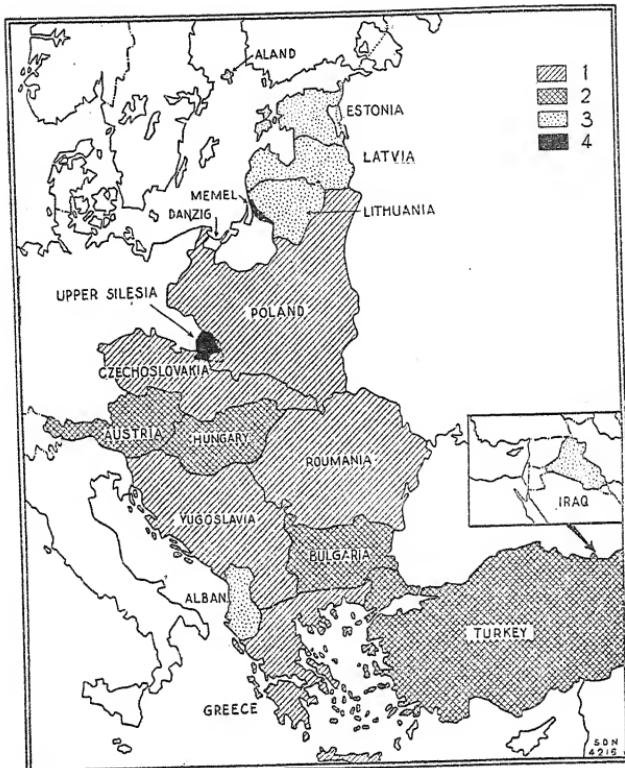
- (a) Poland : Treaty between the United States of America, the British Empire, France, Italy, Japan and Poland, signed at Versailles on June 28th, 1919.
- (b) Czechoslovakia : St. Germain-en-Laye, September 10th, 1919.
- (c) Yugoslavia : St. Germain-en-Laye, September 10th, 1919.
- (d) Roumania : Paris, December 9th, 1919.
- (e) Greece : Sèvres, August 10th, 1920.

2. Four special chapters embodied in the following treaties of peace :

- (a) Austria : Treaty of Peace of St. Germain-en-Laye, September 10th, 1919, Articles 62 to 69.
- (b) Bulgaria : Treaty of Peace of Neuilly, November 27th, 1919, Articles 49 to 57.
- (c) Hungary : Treaty of Peace of Trianon, June 4th, 1920, Articles 54 to 60.
- (d) Turkey : Treaty of Peace of Lausanne, July 24th, 1923, Articles 37 to 45.

3. Six Declarations made before the Council :

- (a) Finland, for the Åland Islands : June 27th, 1921.
- (b) Albania : Geneva, October 21st, 1921.
- (c) Lithuania : Geneva, May 12th, 1922.
- (d) Latvia : July 7th, 1923.
- (e) Estonia : September 17th, 1923.
- (f) Iraq : Geneva, May 30th, 1932.



STATES WHICH HAVE ASSUMED INTERNATIONAL OBLIGATIONS
TOWARDS MINORITIES

1-4. These obligations are contained in various classes of undertakings
(see page 153).

4. Special Chapters embodied in two other Treaties :

- (a) Germano-Polish Convention relating to *Upper Silesia*, concluded at Geneva on May 15th, 1922. Part III.
- (b) Memel : Article 11 of the Convention concerning the Territory of Memel, between France, Italy, Japan and the United Kingdom of the one part and Lithuania of the other part, signed at Paris on May 8th, 1924, and Articles 26 and 27 of the Statute annexed thereto.

These documents all contain : (1) an enumeration of the rights accorded to minorities; (2) a clause relating to the guarantee of the League of Nations. They may not be modified without the assent of the majority of the Council of the League.

Members of the Council (one or more) have alone the right to call the Council's attention to any infraction or danger of infraction of these obligations.

RIGHTS OF MINORITIES

The rights granted under minorities treaties are the following :

1. *Rights of all Inhabitants of the Country* : (a) protection of life and liberty; (b) freedom of religious worship.

2. *Acquisition of the Nationality of the Country* : (a) by domicile in the country or by possessing rights of citizenship there when the Treaty comes into force; (b) by birth in the territory (The treaties also contain certain provisions as to rights of option).

3. *Rights of Nationals of the Country who themselves belong to minorities* : (a) equality before the law and equality of civil and political rights, especially for admission to public employment; (b) free use of the mother tongue in private intercourse, commerce, religion, the Press or publications, or at public meetings and before the courts; (c) a right equal to that of other nationals to maintain at their own expense charitable, religious, social or educational institutions; (d) in districts where there is a considerable proportion of the population belonging to the minority, instruction in the State elementary schools will be given in the language of the minority and a fair share of the sums provided by the State, municipal or other budgets for educational, religious or charitable purpose will be assured to the minority.

Provisions identical in substance with those appearing in the treaties were also inserted in the six declarations mentioned above,

Apart from these general stipulations, the treaties in question contain others conferring a number of special rights on certain minorities.¹

OBLIGATIONS OF MINORITIES

“ While the Assembly recognises the primary right of the minorities to be protected by the League from oppression, it also emphasises the duty incumbent upon persons belonging to racial religious or linguistic minorities to co-operate as loyal fellow-citizens with the nations to which they now belong.” (Assembly Res., Sept. 21st, 1922.)

PROCEDURE

The Council, when a minority question has once been brought before it by one or more of its members, may proceed in such a manner, and give such instruction, as may appear appropriate and effective in the circumstances of the case.

In the event of differences of opinion with the Governments concerned on questions of law or of fact relating to the application of the Minorities Treaties, a Member of the Council may appeal to the Permanent Court of International Justice for a decision.

The Members of the Council may be informed by petitions from minorities of such infractions or danger of infractions.

The Council drew up a *Procedure* for the examination of such petitions in its resolutions of October 22nd and 25th, 1920, June 27th, 1921, September 5th, 1923, June 10th, 1925, and June 13th, 1929.

This procedure comprises :

(i) A decision by the Secretary-General as to the receivability of the petitions, whatever their origin. If they are to be receivable, petitions :

(a) Must have in view the protection of minorities in accordance with the treaties;

(b) In particular, must not be submitted in the form of a request for the severance of political relations between the minority in question and the State of which it forms a part;

¹ See also : Protection of Linguistic, Racial and Religious Minorities by the League of Nations, Geneva, 1927.

- (c) Must not emanate from an anonymous or unauthenticated source;
- (d) Must abstain from violent language;
- (e) Must contain information or refer to facts which have not recently been the subject of a petition submitted to the ordinary procedure.

(2) The transmission of receivable petitions to the Governments concerned for their observations, and the communication of such petitions and observations to the Members of the Council for their information. In cases of extreme urgency, the petition is communicated to the members of the Council at the same time as it is transmitted to the Governments concerned.

(3) The examination by a Committee composed of the President of the Council and of two or, in exceptional cases, four other Members nominated by him ("Minorities Committee") and set up to deal with each receivable petition and the observations relating thereto as soon as the petition is communicated to the members of the Council.

The Committee decides (a) whether it considers that any action should be taken on the question submitted to it; (b) whether the question can be settled by the Committee, without a formal decision, by means of non-official negotiations with the Government concerned; and (c) whether it should be referred by the members to the Council.

The members of the Committee communicate by letter the results of their examination to the other members of the Council for their information.

Finally, they consider the possibility of publishing, with the assent of the Government concerned, the results of the examination of the questions submitted to them.

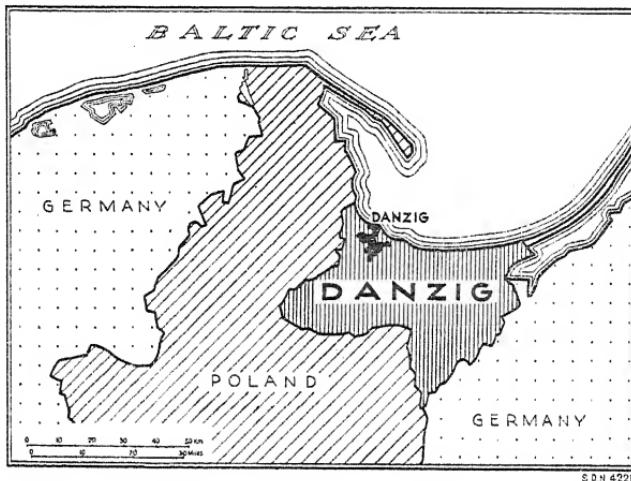
(4) The annual publication, in the *Official Journal*, of statistics relating to the work of the League of Nations in the matter of the protection of minorities (number of petitions, with indication of decisions regarding their receivability, number of committees formed, meetings held by these committees to examine receivable petitions, and the number of petitions the examination of which has been closed).

IV. THE HIGH COMMISSARIAT FOR THE FREE CITY OF DANZIG

Area : 1,952 sq. kilometres.

Population : 400,000.

The Free City of Danzig forms a constitutional State governed by a Senate. The members of the latter are elected by the Popular Assembly, which is elected in turn by universal,



TERRITORY OF THE FREE CITY OF DANZIG.

equal, direct and secret suffrage. Danzig is placed under the protection of the League of Nations, which guarantees the Constitution of the Free City.

The High Commissariat of the League was established at Danzig in pursuance of Article 103 of the Treaty of Versailles. (Telegraphic address : Hicom Danzig.)

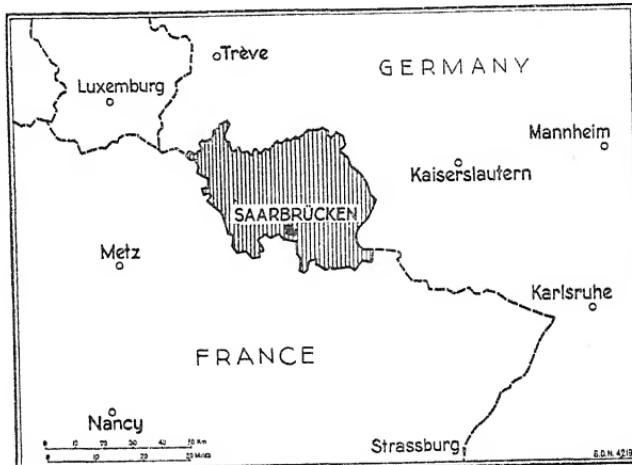
The High Commissioner resides at Danzig, and is appointed by the Council of the League for a period of three years. He deals in the first instance with all differences arising between the Free City and Poland with regard to the treaties and agreements governing the relations between these two countries : Treaty of Versailles, Articles 100-108; Paris Treaty between Poland and Danzig, November 9th, 1920; Warsaw Agreement between Poland and Danzig, October 24th, 1921.

The High Commissioner only takes a decision if an agreement between the parties proves to be impossible. When a decision has been given by the High Commissioner, the Free City and Poland have the right to appeal against this decision to the Council of the League, which gives a final award. Before appealing to the Council against a decision by the High Commissioner, the parties must undertake direct negotiations, which take place under the auspices of the High Commissioner.

V. THE SAAR TERRITORY

Area : 1,888 sq. kilometres.
Population : 777,000.

The Treaty of Peace placed the administration of the Saar Territory for fifteen years under the League of Nations. This territory was thus detached from Germany, to enable the French State to work the coal-mines for that period.



THE SAAR TERRITORY.

In 1935 it was to be decided by plebiscite whether the regime established by the Treaty should be maintained or whether the territory should be awarded to France or should return to Germany.

The administration was placed under the Saar Governing Commission, set up under paragraph 16 of Chapter 2 of the Annex following Article 50 of the Treaty of Versailles. This Commission, which was appointed by the Council of the League in its capacity of trustee for the Government of the Saar, consisted of five members, one being a Frenchman, one a native inhabitant of the Saar Basin not a citizen of France and the three others belonging to three countries other than France or Germany. The Commission had, within the Territory of the Saar Basin, all the powers of Government hitherto belonging to the German Empire, Prussia and Bavaria. But it did not possess unlimited attributes of sovereignty and had to send a quarterly report to the Council of the League.

MEASURES CONNECTED WITH THE PLEBISCITE

On June 4th, 1934, the Council decided that the plebiscite should be held on January 13th, 1935.

All persons, without distinction of sex and nationality, who were over 20 years of age on the date of the poll, who were resident in the Territory on June 28th, 1919, and whose intention it was to continue to reside therein, were entitled to vote.

(For details, see the Plebiscite Regulations promulgated by the Governing Commission on July 7th, 1934; decision of the Council, June 4th, 1934.)

To organise and supervise the plebiscite, the Council set up a *Plebiscite Commission*, which was empowered to prepare, in agreement with the Governing Commission, such orders and measures as might be considered necessary. The Plebiscite Commission consisted of three members and a technical adviser.

To deal with the legal aspects of the question, the Council set up a *Supreme Plebiscite Tribunal* (with a President, Vice-President, six judges and an examining judge), together with eight *District (Kreis) Tribunals*, each consisting of a

single judge. These courts had jurisdiction over all offences, including criminal offences, committed in connection with the plebiscite, and further to pronounce upon any complaints regarding penal or administrative proceedings initiated against qualified voters outside the Territory.

As regards the maintenance of public order, the Council placed at the disposal of the Governing Commission an international force composed of contingents supplied by the United Kingdom, Italy, the Netherlands and Sweden. The Commission remained responsible for the maintenance of order in all circumstances. (Council's Decision of December 11th, 1934.)

The funds required to finance the plebiscite were advanced by the German and French Governments and by the Governing Commission of the Saar Territory.

RESULT OF THE PLEBISCITE

The plebiscite took place on January 13th, 1935. The results were as follows:

Voters on the register, 539,542; votes cast, 528,704; for the maintenance of the régime established by the Treaty of Versailles, 46,613; for union with France, 2,124; for return to Germany, 477,089; spoilt voting-papers, 905; blanks, 1,256.

The plebiscite had therefore decided in favour of the union of the Territory with Germany.

Accordingly, the Council, at a meeting on January 17th, 1935, decided for the union with Germany of the whole of the Saar Basin Territory, and fixed the date of the restoration of German sovereignty over the Territory for March 1st, 1935; it instructed its Committee of Three to decide, in co-operation with the German and French Governments and the Saar Governing Commission, as to the measures to be taken for the change in the régime of the Territory and as to the methods by which the undertakings entered into by the parties would be carried out.

TRANSFER OF THE TERRITORY TO GERMANY

On the evening of February 28th, 1935, Mr. Knox, President of the Saar Governing Commission, handed over his powers to Baron Aloisi, Chairman of the Council Committee; he, in his turn, transferred them on March 1st to Dr. Frick, Reichs-Minister of the Interior. Chancellor Hitler reached Saar-brücken the same day and thanked the Committee of Three for the work they had done, drawing special attention to the activity and loyalty with which they had performed their duties. At the end of the month, the contingents forming the international force returned to their various countries.

VI. THE COMMISSION OF ENQUIRY FOR EUROPEAN UNION

At the 1929 session, M. Aristide Briand having raised the idea of a plan for a closer union between the States of Europe, the Assembly, on September 17th, 1930 invited the Governments of the European States Members of the League, acting as a Commission of the League, to enquire into the possibility of closer co-operation among them. The Commission appointed as its secretary the Secretary-General of the League.

The Commission, being a Commission of the League of Nations, submits its reports to the Assembly and to the Council. It may ask the assistance of the technical organisations and advisory committees of the League. The Commission's meetings are open to non-European States which are Members of the League. The Governments of Iceland, Turkey, the Union of Soviet Socialist Republics and the Free City of Danzig were invited to co-operate in the enquiry into the economic depression in so far as it concerns Europe.

The Commission set up several committees for the purpose of studying the problem of the disposal of the grain surplus of the 1930 harvest; of seeking measures to facilitate the export of future harvest surpluses, including tariff arrangements; of drawing up a draft Convention, Charter and Statutes for an International Agricultural Mortgage Credit Company; of examining all the methods likely to bring about closer co-operation between the different countries in order to improve, in the general interest, the organisation of production and trade; of studying the problem of unemployment with six members of the Governing Body of the International Labour Office and examining a plan submitted by the International Institute of Agriculture with a view to a better use of all the factors of production; of examining a draft Protocol for a pact of economic non-aggression; and, lastly, of studying the extension of preference to agricultural products other than cereals.

PART III
TECHNICAL WORK OF THE LEAGUE

I. ECONOMIC AND FINANCIAL WORK

A. ORGANISATION

The ECONOMIC AND FINANCIAL ORGANISATION was set up by the Council and the Assembly, and at present consists of the Economic Committee, the secretarial work of which is done by the Economic Relations Section, and the Financial Committee, the Fiscal Committee and the Committee of Statistical Experts, which are assisted by the Financial Section and the Economic Intelligence Service.

The FINANCIAL COMMITTEE was set up on the recommendation of the Brussels International Financial Conference of 1920. The Committee is the Council's advisory body on all financial questions capable of international solution. Its most important work is connected with the financial reconstruction of various countries. (See also "Financial Work of the League".) The number of its members is not fixed; at present, it is twelve. The Committee has taken the initiative in drawing up the following Conventions, or has assisted therein: Convention on the Suppression of Counterfeiting Currency (April 20th, 1925), signed by twenty-six States; Convention on the Suppression of the Falsification of Documents of Value (share and bond certificates, bills of exchange, etc.); Convention on Financial Assistance (October 2nd, 1930), signed by twenty-eight States; Convention on the Creation of an International Agricultural Mortgage Credit Company (May 22nd, 1931).

The Financial Committee was also responsible for the work of the GOLD DELEGATION, which published its final report in June 1932.

The FISCAL COMMITTEE is the Council's advisory body in matters of taxation. One of its duties is to carry on the work set on foot in 1928 at the general meeting of Government Experts, whose recommendations have been taken as the basis of the vast majority of the conventions on double taxation concluded in recent years. The Committee's activities have, in particular, led to the framing of a draft Convention concerning the apportionment of the profits of undertakings operating in several countries, which the Council transmitted to the Governments in October 1933 for comment.

The COMMITTEE OF STATISTICAL EXPERTS was set up in 1930 in pursuance of the International Convention on Economic Statistics of 1928. Its first task was the standardisation of foreign trade statistics. It has worked out a scheme of uniform statistical nomenclature in regard to international trade which is now under consideration by the Governments. In accordance with a uniform scheme drawn up by the Committee, Governments have further been requested to supply additional statistics of their imports, arranged under countries of origin, for possible publication by the Secretariat. In addition, the Committee is engaged upon various special activities relating to price indices and production and trade statistics in regard to various commodities.

The ECONOMIC COMMITTEE advises the Council on all economic questions: commercial policy (international relations, most-favoured-nation clause, prohibitions and restrictions, trade barriers), friendly settlement of economic disputes between States, tariffs, Customs formalities, the treatment of foreigners, organisation of production, unfair competition, commercial arbitration, exchange law, commercial propaganda, veterinary questions, tourist traffic, and, in general, all questions of an economic nature considered from the international point of view. This Committee consists of fifteen members appointed by the Council.

The Economic Committee has prepared draft Conventions or assisted in the preparation of international agreements or conferences on the following subjects :

International Convention relating to the Simplification of Customs Formalities, 1923; Protocol of 1923 and Convention of 1927 on Arbitration Clauses and the Execution of Foreign Arbitral Awards; Conference for the Revision of International Conventions on the Protection of Industrial Property, The Hague, 1925 (Unfair Competition); preparation of the World Economic Conference, 1927; Convention for the Abolition of Import and Export Prohibitions and Restrictions, 1927-1928; draft International Convention on the Treatment of Foreigners and Foreign Undertakings; Conference with a View to Concurred Economic Action and Commercial Convention, 1930; Conventions on the Unification of Laws on Bills of Exchange, Promissory Notes and Cheques, 1930 and 1931; International Convention on the Regulation of Whale-Fishing, 1931; Procedure for the Friendly Settlement of Economic Disputes between States, 1932; draft Conventions on commercial propaganda and the unification of the conception of weight and the regime of packing in Customs matters, 1934; Conventions on veterinary questions; draft Convention on the trade in meat and meat preparations, 1935.

The Sub-Committees of the Economic Committee consist of experts summoned for specific purposes (*e.g.*, preparation of a draft uniform tariff nomenclature, study of agricultural questions, preliminary technical investigations; study of tourist traffic as a factor in international economy; draft Convention on the trade in plants and vegetable products, etc.).

THE FINANCIAL SECTION AND THE ECONOMIC RELATIONS SECTION of the League Secretariat act as secretariat for these two Committees.

B. ECONOMIC WORK

INTERNATIONAL ECONOMIC RELATIONS

For some time past, the Economic Committee has been engaged upon a review of the general economic position. In its last report (September session, 1935) addressed to the Council, it endeavoured to show, in a popular form, how the divergent policies which different countries have been obliged to follow owing to the depression have led to the dislocation of the international machinery whose regular working is necessary for the economic life of civilised nations. In the first chapter, the report indicates how the state of international economy is reflected in the national budgets. The second chapter examines summarily, from the point of view of commercial exchanges, certain aspects of a monetary situation which have upset the ideas on which, in the past, international trade was traditionally based. The third chapter refers to the urgent need for re-establishing a regular working in international commercial exchanges as the only remedy for the dangerous contradictions to be found in the present economic situation. The fourth chapter is specially devoted to the problem of quotas and Customs duties and makes a series of observations on the possibility and probable consequences of a lowering of Customs barriers.

Whilst leaving the reader to draw the conclusions from the report, the Economic Committee expresses the hope that, "as soon as circumstances—political and other—permit, the position will be examined objectively, in the first place by the countries chiefly concerned, with a view to ascertaining whether opinion on either side has progressed sufficiently for it to be possible to contemplate for a stated period a *modus vivendi* in which monetary and commercial factors would both play their part."

A Joint Committee of members of the League's Economic and Financial Committees, in April 1935, issued a report

giving its views on various questions relating to clearing agreements. The Joint Committee emphasises the many inconveniences of this system and states that it is, in short, only a makeshift for maintaining international trade as well as may be, while at the same time it leads to its diminution, now that commercial exchanges have become extremely difficult, since many countries, for the purpose of maintaining their home currency at a definite standard, have subjected the foreign currency market to rigorous restrictions.

The Joint Committee recommends that exchange control should be abolished, at any rate in commercial matters, and that national currencies should be restored to their normal purpose, which is that of unlimited exchange for any other currency, and by means of such currency for any class of goods. But during the period that must necessarily elapse before exchange control can be abolished, it must be considered "whether it is not possible to modify the clearing agreements with a view to rendering gradually more normal the conditions under which international trade takes place".

A whole series of measures mentioned in the Committee's report might be adopted to alleviate the difficulties and the harmful effects of the clearing agreements system.

SIMPLIFICATION OF CUSTOMS FORMALITIES

The chief aim of the Convention relating to the Simplification of Customs Formalities is to remove certain abuses in the carrying-out of these formalities which seriously hamper commercial exchanges. It also deals with questions such as the rules for making out and accepting certificates of origin, the facilities to be granted to commercial travellers, etc. This Convention, which is in force in some thirty States, constitutes in many respects a codification of the rules governing commercial exchanges. The majority of the commercial

treaties concluded during the last few years contain stipulations which reproduce some of the provisions of this Convention or simply prescribe their application as between the contracting parties.

As a result of a decision of the London Monetary and Economic Conference (1933), the Economic Committee has undertaken the study of several draft international agreements for the purpose of extending the effects of this Convention in the sphere of commercial propaganda (samples without value, advertising matter and posters, commercial travellers, passage through the Customs of samples having a market value, draft international rules with regard to the conception of gross and net weight and the treatment of tares and packings).

SETTLEMENT OF COMMERCIAL DISPUTES

For some time past, the business world has been showing an increasing tendency to resort to arbitration for the settlement of disputes arising out of the execution of commercial contracts. The purpose of the 1923 Protocol regarding arbitration clauses is to make it easier for those concerned to resort to this simple, economic and rapid procedure. It stipulates that, if a dispute regarding a contract containing a clause of this kind comes before the courts of the contracting States, these courts must refer the parties, at the request of one of them, to the arbitrators.

This Protocol only lays the contracting States under the obligation to enforce the arbitral awards if the latter have been pronounced in their territory. To make good this deficiency, a new Convention was drawn up in 1927. It obliges the contracting States—which can only be those that are parties to the Protocol—to recognise in the cases stipulated by the Convention the validity of an arbitral award given in the territory of any one of their number and to provide for the enforcement of this award.

FRIENDLY SETTLEMENT OF DISPUTES BETWEEN STATES

The League of Nations has not attempted to create a permanent body with strict and detailed rules, but has simply endeavoured to enable States between which a dispute of an economic nature has arisen—provided they agree to resort to this procedure—to ask one or more experts (to be chosen from a list prepared by the Council) for either an advisory opinion or a proposal for a friendly settlement or an arbitral award.

Instituted by the Council on January 28th, 1932, this procedure is without prejudice to the obligations which the States may have entered into in virtue either of bilateral agreements or of international Conventions.

ABOLITION OF IMPORT AND EXPORT PROHIBITIONS AND RESTRICTIONS

The economic disturbances created by the war led a large number of countries to introduce very numerous prohibitions and restrictions both on the export and on the import of goods.

The aim of the 1927 Convention was to bring about a general abolition of these barriers to trade. Since then, however, the economic crisis has assumed unexpected proportions and the Convention has not been acceded to by the chief States concerned.

EXPORT OF HIDES, SKINS AND BONES

Apart from the obligations entered into as regards the abolition of barriers to trade, a certain number of countries concluded two subsidiary agreements under which they undertook to abolish all restrictions in regard to the export of bones and similar animal products, and of hides and skins. The

contracting countries further bound themselves not to impose export duties on bones, or, if this proved impossible, not to raise the duties above the maxima individually fixed by each of them.

UNIFICATION OF COMMERCIAL LAW

(as regards bills of exchange, promissory notes and cheques)

Three Conventions were concluded on each of these subjects in 1930 and 1931.

The first obliges the contracting parties to introduce into their legislation a uniform law; the second institutes certain measures for the settlement of the conflict of laws; and the third relates to stamp duties.

These Conventions, which were the outcome of long and patient work, are calculated to provide enhanced security to traders and bankers. They aim at introducing a certain degree of unification into the great variety of laws in force in the countries of the "continental group", as contrasted with the countries which apply legislation based on Anglo-Saxon usage. The latter countries remained outside the three agreements, with the exception of the United Kingdom, which signed the one relating to stamp duties.

REGULATION OF WHALE FISHING

In recent years, concern has been expressed at the improper exploitation of some of the natural riches of the sea.

Owing to methods which have been undergoing constant improvement, whale fishing in particular has developed to a considerable extent. Captures at the beginning of the century amounted to about 2,200 per annum, whereas in 1931 they reached the record of 42,800. In 1926, the value of the whale oil derived from 28,000 animals amounted to £5,900,000 gold.

These figures suffice to show why the League of Nations thought it desirable to take such action as lay in its power. It arranged for the signature of a Convention which, based on the measures taken on its own initiative by the Norwegian Government, aims at ensuring a rational exploitation of this source of wealth.

AGRICULTURAL QUESTIONS

The Organisation makes a special study of international agreements in connection with the production and exchange of certain agricultural products. Special Committees of Experts have studied the international situation of certain products (wheat, sugar, timber, hops, tobacco, etc.) and the possibility of improved organisation.

WHEAT

The wheat problem has been closely followed by the Organisation. A meeting of experts of the four principal wheat-exporting countries (the Argentine, Australia, Canada and the United States of America) was called in the first instance, and was extended to include other exporting countries, and subsequently the principal importing countries. The work ultimately led to a Conference held in London in August 1933 which drew up a Final Act for the co-operation of wheat-exporting and wheat-importing countries.

INTERNATIONAL TRADE IN MEAT

Similarly, since 1928, a series of studies has been made by veterinary experts which have led to three international Conventions signed up to the present by eleven States. The Economic Committee, with the assistance of qualified experts, has also drawn up a draft Convention to facilitate the international trade in meat and meat products, by ensuring for importing countries a minimum of guarantees for public health and for preventing the spread of disease among animals.

AGRICULTURAL PROTECTIONISM

The Economic Committee also published in May 1935 an investigation into the most important aspects of agricultural protectionism as now practised in most industrial countries. Without in any way wishing to dispute the legitimacy and even the necessity of assisting the agricultural classes by a reasonable measure of protection, the Committee warns Governments and public opinion against the dangers that may arise from a too rigorous protectionism, not only for the international community, but also for the countries applying such a system and especially for farmers themselves.

CO-ORDINATION OF SANCTIONS AGAINST ITALY

In carrying out the obligation to apply in regard to Italy (see page 139) the economic and financial sanctions provided for in Article 16, paragraph 1, of the Covenant, the Members of the League met in a Conference, which took the name of "Co-ordination Committee", to make joint proposals for giving effect to these obligations. This Committee also set up a preparatory and executive Committee, called "Committee of Eighteen", which was subsequently authorised also to make proposals on behalf of the full Committee.

In October and November 1935¹ the Co-ordination Committee adopted a series of proposals which were communicated to the Governments of all Members and for information to non-member States.²

It must be noted that Members of the League are free to carry out these obligations in such manner and by such means as they think fit.

The proposals were as follows :

Proposal I, adopted on October 11th, 1935, and enforced by fifty-two Governments, relates to the prohibition of the exportation, re-exportation or transit to Italy or Italian possessions of the arms, munitions and implements of war of which a detailed list is annexed.

¹ See documents Co-ordination Committee/40, 46 and 100.

² See documents Co-ordination Committee/40, 89, 97 and 106(1).

Proposal II, adopted on October 14th, 1935, and put into force by fifty-two Governments, prohibits the granting of all credits or loans destined directly or indirectly for the Italian Government or for persons or corporations in Italian territory.

Proposal IIa, adopted on November 6th, 1935, provides for the suspension, after November 18th, of clearing agreements or commercial payments with Italy.

Proposal III, adopted on October 19th, 1935, and, by November 18th, 1935, put into force by fifty Governments, prohibits the importation of all goods consigned from or produced in Italy or Italian possessions, from whatever place arriving.

Proposal IV, adopted on October 19th, 1935, and, by November 18th, 1935, enforced by fifty-one Governments, provides for an embargo on the export to Italy of certain key products : rubber, aluminium, iron ore, chromium, manganese, nickel, tin, etc. For other products, such as coal, petrol, pig-iron and steel, the principle of the embargo was laid down, but the date of its application was reserved for further decision (*Proposal IVa*). In virtue of *Proposal IVb*, measures are provided for preventing the supply of prohibited goods to Italy through indirect channels.

Proposal V, adopted on October 19th, 1935, and acceded to by forty-six Governments, provides, in accordance with the obligation of mutual support contained in Article 16 of the Covenant, for certain commercial measures by which economic compensation will be given, so far as possible, to countries specially handicapped by the application of sanctions.

C. FINANCIAL WORK

LOANS FLOATED UNDER LEAGUE AUSPICES

		Approximate amount in gold francs	Percentage rate of interest
Austrian Reconstruction Loan .	1923	876,859,400	6
Hungarian Reconstruction Loan	1924	373,147,200	7.5
Greek Refugee Loan	1924	318,729,900	7
Danzig Municipal Loan	1925	38,869,500	7
Bulgarian Refugee Loan.....	1926	85,512,900	7
Free City of Danzig	1927	49,234,700	6.5
Estonian Loan	1927	38,869,500	7
Greek Stabilisation and Refugee Settlement Loan	1928	196,938,800	6
Bulgarian Reconstruction Loan .	1928	139,411,940	7.5
Austrian Loan issued under the Protocol of July 15th, 1932 . . .	1933	179,397,960	various
Conversion of Austrian 1923 Reconstruction Loan	1934-35	369,039,580	4.5 and 5

AUSTRIA

The Austrian Government, with the help of the League's Financial Committee, in 1923 was enabled to raise an international loan under international guarantee, and to carry out a plan for financial reconstruction and stabilisation devised with the help of the Financial Committee and applied under the control of a Commissioner appointed by the League.

This work of reconstruction was based on three Protocols signed on August 4th, 1922, and came to an end on June 30th, 1926, when the Council withdrew the League Commissioner.

As the result of an application by the Austrian Government in August 1931, a new form of collaboration with the Financial Committee was established through the intermediary of a representative of the League residing in Vienna and of an Adviser to the National Bank of Austria. A new Agreement defining the purpose of this collaboration was approved by the Council and signed by Austria on July 15th, 1932. Under this Protocol, the Governments of the United Kingdom, France, Italy, Switzerland, Belgium and the Netherlands gave their guarantee—each for a specified portion—to a new loan of the Austrian Government which was issued in August 1933. This loan also helped to consolidate the currency.

On September 7th, 1934, the Committee of States Guarantors of the 1923 Loan authorised its conversion, while at the same time laying it down that the Conversion Loan would enjoy the same international guarantees as the original issue. This action was taken at the request of the Austrian Government. The conversion was effected most successfully during 1935.

HUNGARY

Similar measures were applied in Hungary on the basis of the two protocols of March 14th, 1924. On June 30th, 1926, the Council found that control by the League Commissioner need not be continued.

As a result of a request from the Hungarian Government in September 1931, the League in the following month undertook a fresh enquiry into the financial position of Hungary. Permanent collaboration with the Financial Committee has since been established through the intermediary of a representative of the Committee residing in Budapest and of an Adviser attached to the National Bank.

GREECE

In the case of Greece, League assistance took the form of help in setting up the autonomous Greek Refugee Board, settlement of the refugees being facilitated by means of two loans which were issued under League auspices in 1924 and 1928. Part of the second loan was further applied to stabilising the drachma—an operation which the Greek Government carried out in 1928 with the co-operation of the League Financial Organisation.

The Bank of Greece has remained in touch with the League Financial Committee, which it periodically consults on questions of general financial policy.

Further, at the Greek Government's request, investigations were made on the spot into the financial and economic situation by the Financial Committee in February 1932 and May 1933.

BULGARIA

In 1926, Bulgaria, like Greece, was assisted by the League in settling its refugees, while in 1928 it received help in stabilising its currency.

In February 1932 and in April 1933, the Financial Committee sent delegations to Bulgaria to investigate financial and economic conditions.

The Bulgarian authorities now enjoy the co-operation of a resident League Commissioner and an Adviser attached to the National Bank.

ESTONIA

In Estonia, the banking and currency reforms of 1927 were carried out with the advice and assistance of the League Financial Committee, with which the Bank of Estonia has since remained in contact.

DANZIG

Three financial operations have been carried out by the League in Danzig: (a) the creation of a special currency (gulden) for Danzig and the establishment of a Central Bank; (b) the Municipal Loan of 1925; (c) the Currency Loan of 1927.

ROUMANIA

At the request of the Roumanian Government (June 18th, 1932), and in agreement with its representatives, the Financial Committee drew up a programme of advisory technical co-operation in financial matters. This programme was embodied in an agreement between Roumania and the Council.

The provisions of this agreement, however, could not be carried into effect by the required date and, in May 1934, the Council, with the assent of the Roumanian Government, declared it to be no longer in force.

ALBANIA

On May 12th, 1922, the Albanian Government asked the Council for technical assistance. The Financial Committee accordingly undertook an enquiry on the spot in 1922 and recommended the appointment of a Financial Adviser in 1923. On September 4th, 1923, it drafted the statutes of a Bank of Issue. This draft became the basis of the statutes subsequently adopted by the Albanian Government. The League's technical co-operation came to an end when the Albanian Government cancelled the Financial Adviser's contract in September 1924.

SAAR TERRITORY

The Financial Committee has twice (March 1929 and September 1931) been called upon to give detailed advice in connection with the proposed issue of a long-term loan by the Saar Governing Commission.

In April 1934, the Committee was consulted by the Council as to means of financing the plebiscite, and in October of the same year it devoted a special session to the preparation of a report on the financial and monetary consequences of a change of regime and on the measures to be applied in that contingency. A Sub-Committee also collaborated with the Council Committee which organised the change of Government in the Territory, in 1935.

In May 1935, the Committee drew up the list of Saar loans that should benefit from certain funds made available (Fund B) at the time of the change of Government.

II. COMMUNICATIONS AND TRANSIT

A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . .

will make provision to secure and maintain freedom of communications and transit and equitable treatment for the commerce of all the Members of the League. In this connection, the special necessities of the regions devastated during the war of 1914 to 1918 shall be borne in mind. (Art. 23 (e), Covenant.)

The Organisation therefor has the task of studying in general the measures likely to ensure the freedom of communications and transit by land and sea, on navigable waterways and in the air, and to help the Council to bring about a friendly settlement of any disputes which may arise in this sphere. Similarly, it endeavours to co-ordinate the work of the numerous international bodies dealing with these questions.

It exercises its action through :

- (1) Ordinary or special GENERAL CONFERENCES and partial conferences;
- (2) An ADVISORY AND TECHNICAL COMMITTEE for Communications and Transit;
- (3) A PERMANENT SECRETARIAT constituted by the Communications and Transit Section of the League Secretariat (*see Statute of the Communications and Transit Organisation, January 1928*);

(4) The PERMANENT COMMITTEES of the Advisory and Technical Committee :

Permanent Committee for Ports and Maritime Navigation; Permanent Committee for Inland Navigation; Permanent Committee for Transport by Rail; Permanent Committee on Electric Questions; Permanent Legal Committee; Permanent Committee on Road Traffic; Budget Sub-Committee.

(5) TEMPORARY COMMITTEES :

Air Transport Co-operation Committee; Committee of Enquiry on Questions relating to Public Works and National Technical Equipment; Preparatory Committee for the Unification of Buoyage Rules; Technical Committee on the Tonnage Measurement of Ships; Committee for the Unification of River Law.

B. ACTIVITIES

PASSPORT FACILITIES

Since its inception, the Organisation has been endeavouring to reduce passport and inspection formalities at frontiers as much as possible. Considerable progress has been made in the matter of the unification of the type of passport, the abolition of visas and the reduction of fees.

Furthermore, an agreement with regard to emigrants' transit cards was concluded in 1929. These cards, which are supplied to shipping companies at cost price and are not subject to taxation or any other dues, enable emigrants to pass through the intervening countries on the way to their port of embarkation without having to apply to the consular authorities for visas.

A General Conference on Communications and Transit held in 1927 adopted a number of recommendations regarding identity and travelling papers for persons without nationality or of doubtful nationality. The majority of countries have acted upon these recommendations and introduced such papers.

FREEDOM OF TRANSIT

Persons or goods are said to be in transit when they pass through a given State in the course of a journey beginning and terminating outside the territory of that State. This class of transport stands in particular need of international guarantees. The International Convention on Freedom of Transit concluded at Barcelona in 1921 was therefore designed to prevent any interruption or hindrance to such traffic. To that end, it provided for complete freedom of transit and complete equality of treatment as regards transit by rail or navigable waterways, subject to reasonable restrictions in regard to police, public safety, etc., and also to the necessary adaptation to the local conditions obtaining in various parts of the world.

RAILWAYS

1. *The Convention on the International Regime of Railways*, which was concluded at Geneva in 1923, is a kind of general code of the facilities necessary to make the railways of greater service to international traffic. The Convention represented the first attempt to define the permanent obligations of States in regard to railway transport. It also contained for the first time provisions prohibiting all unfair discrimination in railway tariffs—the important economic effects of which are well known—directed against foreign States, their nationals, or vessels under a foreign flag in which transport has in part been effected.

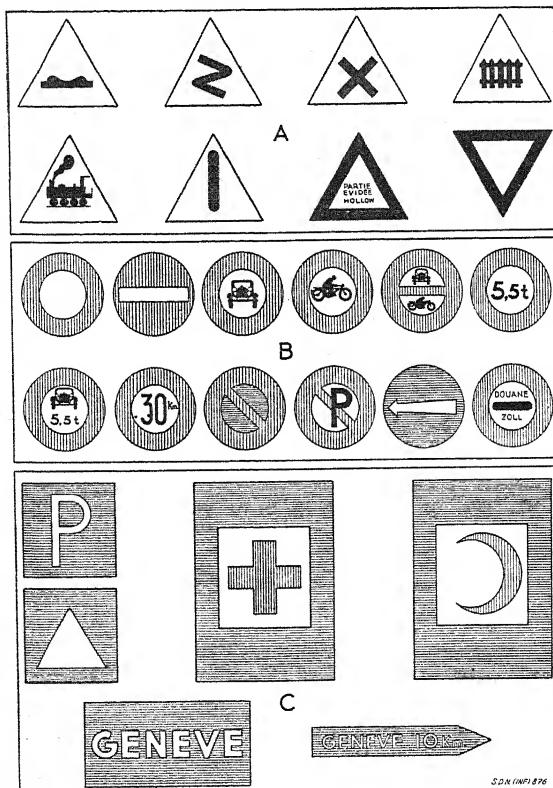
2. *Differences regarding reorganisation of the railways of the former Austro-Hungarian Monarchy*. Under Article 320 of the Treaty of St. Germain and Article 304 of the Treaty of Trianon, any disputes arising between railway companies whose systems are intersected by new frontiers resulting from

the Treaties of Peace and the States concerned may be submitted to arbitrators designated by the Council of the League. As a general rule, the Council refers requests or petitions relating to such differences to the Advisory and Technical Committee for Communications and Transit; the latter appoints a Committee of Experts, which decides whether arbitration should be recommended or not. In numerous cases of disputes examined by the Transit Committee, the conciliatory efforts of the experts appointed by that body have succeeded in bringing about a friendly settlement.

3. *Model Conventions on Railway Frontier Traffic.* The Communications and Transit Organisation has studied the possibility of framing model conventions on frontier traffic by railway. This study was based on an investigation by the Secretariat of the present situation as regards the legal and administrative position on frontier sections of railways and at junction stations. The Permanent Committee for Transport by Rail came to the conclusion that, owing to the many differences between particular cases, a model convention could not be recommended. The Committee merely proposed a general outline to serve as a basis for conventions on the subject.

ROAD TRAFFIC

1. Every country is now visited by a growing number of foreign motorists. A uniform and readily understandable system of *signalling*, both in towns and on the roads, is therefore becoming increasingly necessary. The Organisation accordingly drew up a system of signals which was codified in a convention concluded in 1931. The signals adopted are in three categories which are distinguished from one another by shape, as follows: danger signals (triangular); signals giving definite instructions (circular); and signals merely providing information (rectangular). It is prescribed that, in signals indicating a prohibition, red must predominate.



THE NEW INTERNATIONAL ROAD SIGNALS.

A. Danger signs. B. Signs giving definite instructions. C. Signs giving only one indication.

|||| red ≡ blue

SDN 1191876

Other recommendations deal with light signalling in towns; the signs to be made by traffic police and the drivers of motor vehicles; the general use of a "stop" signal on the back of vehicles indicating the application of the brakes; and, lastly, the height at which signs should be placed so as to be visible to the drivers of low-bodied cars.

2. The Transit Organisation is at present examining another problem of the greatest importance to the tourist traffic—namely, the *marking of level crossings*. The work done justifies the hope that real progress may soon be made through the conclusion of an international agreement.

3. In virtue of the Convention on the *fiscal treatment* of foreign motor vehicles, the signatory States undertake to grant, within a period of one year, exemption for ninety days from taxes or charges imposed on the circulation or possession of motor-cars to motor vehicles registered in the territory of one of the contracting parties and temporarily travelling in the territory of another.

The Transit Organisation has endeavoured to secure the further simplification of the frontier formalities with which motorists must comply by recommending the extension of the triptych to categories of motorists who, in certain countries, were formerly debarred from obtaining them. In 1931, an Agreement was, moreover, concluded facilitating the procedure in regard to undischarged or lost triptychs.

MARITIME QUESTIONS

Several conferences organised by the Transit Organisation have dealt with maritime questions. Their work has led to the conclusion of a convention and of several agreements.

(1) A Convention on the International Regime of Maritime Ports, establishing the principle of the equality of treatment of vessels in maritime ports, irrespective of flag, was concluded at Geneva on December 9th, 1933;

(2) At the Conference for the *Unification of Buoyage and the Lighting of Coasts*, held in Lisbon in 1930, the following agreements were concluded :

- (a) Agreement on maritime signals;
- (b) Agreement on manned lightships not on their stations;
- (c) The Lisbon Conference also adopted a series of recommendations on lighthouse characteristics and radio-beacons.

The Lisbon Conference's agenda also included the question of the unification of buoyage characteristics, a problem on which it was unable to reach unanimous agreement. In order to carry on the work on this subject, a Preparatory Committee has drawn up a draft agreement and regulations regarding the unification of buoyage rules. This draft has been sent to the Governments of the maritime countries, with an enquiry as to whether they would be prepared to conclude an agreement with a view to the unification of buoyage on the basis of the draft agreement and regulations drawn up by the Preparatory Committee.

From the replies of Governments, it may be hoped that an agreement between a large number of States will be reached in the near future.

(3) The inconvenience caused to shipping by the diversity of the rules applied by maritime countries to the *tonnage measurement* of ships (the so-called British, German, Panama Canal and Suez Canal rules), together with the difficulty of interpreting these rules, has led the Advisory and Technical Committee to frame a set of draft international rules on tonnage measurement which has been submitted to the Governments concerned. It may be anticipated that international agreements will be concluded on this subject.

(4) The question of sea pollution by petroleum oils was considered by the Transit Organisation at the request of the United Kingdom Government. Such oils, or mixtures of them with water, discharged by ships, are known to destroy sea birds, fishes and marine plants (on which fishes live), to pollute

the water at bathing resorts and to cause danger of fire in ports. A draft Convention has been prepared and will be considered by an international conference.

AIR NAVIGATION

The Air Transport Co-operation Committee is examining, among other questions, that of the establishment of an international air network of essential connections covering the European continent and the Mediterranean basin. The aim in view is to propose a network joining up all the points of importance to air traffic, and to avoid the duplication of air lines. In 1935, a study was made of the economic position of air transport in Europe. Preparations are also being made for the conclusion of an international agreement by which European Governments would grant exemption from Customs duties for air transport fuel.

PUBLIC WORKS

In the sphere of public works, the Organisation has, in the first place, given assistance to certain Governments requesting it. Thus, experts have been placed at the disposal of the Polish Government for certain questions of inland navigation, of the Chinese Government with a view to the development of roads and the regulation of certain rivers, particularly in connection with flood protection and irrigation problems, and of the Siamese Government with a view to the improvement of access to the port of Bangkok from the sea and of the harbour installations.

Furthermore, the Transit Organisation has studied, from the point of view of their capacity to yield a profit, their international importance and their utility for the campaign against unemployment, various programmes of large-scale public works which have been communicated to it by Governments. A list of the plans approved by the Transit Organisation was communicated to the Monetary and Economic

Conference, which decided to set up a Committee to consider what action could be taken on them.

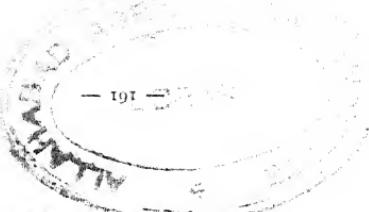
In compliance with the opinions expressed by the Council and the Assembly in 1933, the various Governments have been approached for information regarding national public works recently completed or still in progress in their several countries, together with the organisation and execution of such works, the methods of financing them, and the economic and social results that have already been obtained or that may be expected. All the replies received have been published and circulated to Governments.

The information thus collected will be considered by qualified experts, who will draw from it any conclusions of general interest.

INLAND NAVIGATION

A Convention on this subject was concluded at Barcelona in 1921. This Convention embodies the principle of the freedom of navigation on rivers which separate or traverse different States.

Furthermore, a European Convention laying down uniform rules of tonnage measurement for vessels employed in inland navigation was concluded in 1925, while three Conventions regarding certain questions of river law, such as those relating to registration, mortgages and liens, and the right to a flag, were concluded in 1930.



III. HEALTH

A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League.

will endeavour to take steps in matters of international concern for the prevention and control of disease. (Art. 23 (*f*), Covenant.)

The purpose of the Health Organisation is to promote the protection of public health by international co-operation. As an official international organisation, it does not concern itself with the internal affairs of the various countries unless they expressly ask it to do so. Its mission consists, therefore, in giving its support to the national Governments and services responsible for the protection of health and in promoting their collaboration. Its resources are such as the national Governments and institutions place at its disposal.

The Health Organisation comprises :

(1) An ADVISORY COUNCIL, formed by the Permanent Committee of the Office international d'Hygiène publique in Paris. This Council consists of representatives of fifty-two Governments. It prepares international conventions and proposes their adoption to Governments. It supervises the application of the International Sanitary Convention of 1926.

(2) The HEALTH COMMITTEE, which directs the health work of the League of Nations.

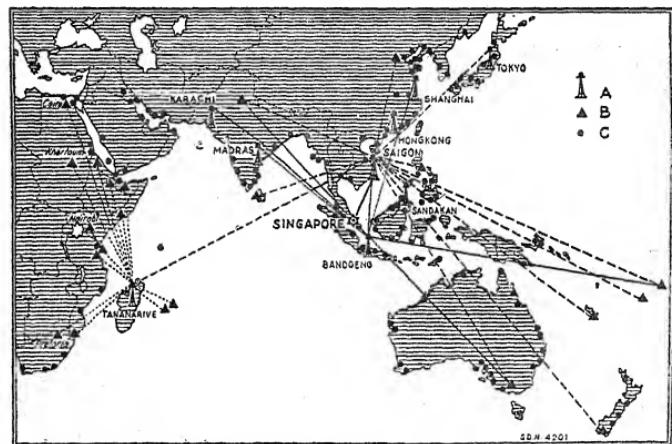
(3) A SECRETARIAT, constituted by the Health Section of the League Secretariat:

EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS SERVICE

This service centralises information concerning the appearance and spread of infectious diseases. It also publishes demographical statistics and arranges for a rapid exchange of information.

EASTERN BUREAU AT SINGAPORE

This Bureau is an advanced post of the Health Organisation for the regions of the East and Far East where the most



The Eastern Bureau of the Health Organisation at Singapore sends out each week by cable and from various wireless telegraph stations A a Bulletin of the health situation in Eastern ports.—B. Stations picking up the Bulletin.—C. Ports covered by the Bulletin.

serious epidemics (plague, cholera, smallpox) are prevalent. Its bulletins are immediately broadcast to the different health services and to ships sailing on the seas of the East.

INTERNATIONAL CENTRE FOR RESEARCH ON LEPROSY

The purpose of the International Leprosy Centre (in Rio de Janeiro) is to promote international co-operation in the field of research into the prophylactic and curative treatment of leprosy under the auspices of the League of Nations. The co-ordination of the work is intended to extend to all countries which have established institutions for the campaign against leprosy. Foreign experts are called in to collaborate in the work of the Centre. (See also page 233.)

SYSTEM OF LIAISON BETWEEN HEALTH ADMINISTRATIONS

In order to facilitate reciprocal comprehension and comparison of the methods peculiar to each country, the Health Organisation organises interchanges of health personnel and collective study tours for public health specialists; it grants scholarships for study abroad. It has created international malaria courses which take place each year in some European city (e.g., in 1935, in Rome) and at Singapore.

TECHNICAL COLLABORATION

The Health Organisation places its technical organ at the disposal of the health administrations in connection with any programme of health reorganisation which the Governments wish to apply (Greece, China, Czechoslovakia).

It has constituted technical commissions for the purpose of giving advice on the methods to be employed and the technical plans to be adopted to solve numerous problems which arise in the sphere of public health.

The chief of these commissions are the following :

Permanent Commission on Biological Standards; Malaria Commission; Advisory Council of the Eastern Bureau at Singapore; Opium Commission; Conference of Directors of Schools and Institutes of Hygiene; Advisory Committee on Technical Studies; Advisory Committee on the Enquiry into the Radiological Treatment of Cancer of the Uterus; Committee of Directors of the Enquiry into the Treatment of Syphilis; Expert Commission on Nutrition; Committee on the Study of Urban Housing, etc.

B. WORK

CAMPAIGN AGAINST DISEASE

INFECTIOUS DISEASES

Infectious diseases are still very prevalent in backward countries, and the increasing rapidity of modern means of communication has destroyed the barrier of distance, so that the presence of an infected vessel in, for instance, an Indian or Chinese port to-day constitutes a danger alike to ports in the Mediterranean and to those in the Gulf of Mexico and may lead to deadly epidemics in those localities. It is essential that, directly cases of infectious disease are notified, they should be brought by the most rapid possible means to the notice of every public health administration. That is the task of the Eastern Bureau at Singapore, to which 163 ports communicate every week by telegraph a report on their public health situation. No outbreak of plague, of cholera or of smallpox can now occur in any of the ports in a zone extending from the Cape to Vladivostok or from the Red Sea to the Panama Canal without the authorities concerned being duly warned by telegraph.

SOCIAL DISEASES

In addition to these duties, the Health Organisation co-ordinates on international lines efforts directed against the most prevalent diseases.

Malaria was the first of the social diseases to which the Health Committee directed its attention. While it is impossible to estimate the number of persons suffering from that disease, so widespread in tropical and sub-tropical countries, there is evidence to show that, on an average, 18 million individuals are treated each year, while vast regions have been rendered uninhabitable owing to the malaria-carrying mosquito. Accordingly, as far back as 1923, the Health Organisation attacked this problem—which concerns public health and economics alike—by appointing as members of its Malaria Commission the most eminent experts in the countries concerned. In 1932, the Malaria Commission summed up the results of its investigations in a report entitled "The Therapeutics of Malaria", and thus placed at the disposal of all whom it might concern the results of lengthy and valuable research in the field both of experiment and of clinical practice.

To take another example: Between 1928 and 1934, the Health Organisation carried out an extensive investigation into the methods of treating syphilis, relating to various hospitals in Germany, the United Kingdom, Denmark, the United States of America and France, and covering more than 25,000 cases.

When it is remembered that in recent years the campaign against syphilis has not entirely fulfilled expectations and that the explanation is sought in the fact that the new methods of diagnosis and treatment are not always observed with the precision and rapidity desirable, it is easy to see that this investigation is of considerable practical importance. It has enabled certain general principles to be laid down, which doctors should observe in the treatment of the disease, and two plans of treatment, both capable of satisfactory results in ordinary cases of recent syphilis, to be formulated.

Similar efforts have been instituted with a view to combating tuberculosis, cancer, leprosy, sleeping-sickness, rabies, trachoma and diseases of infancy.

TECHNICAL COLLABORATION WITH GOVERNMENTS

Governments are tending increasingly to apply to the Health Organisation for the study of health problems. Albania, Bolivia and Siam have asked it for expert advice in the matter of malaria, Bulgaria in the matter of syphilis and Greece in order to stamp out an epidemic of dengue. Several countries (Bolivia, China, Greece and Czechoslovakia) have requested it to study the reorganisation of their health services, and quite recently Chile appealed for a solution of problems connected with the nutrition of the population.

RURAL HYGIENE

While the drop in the rates of mortality and morbidity in the big towns, dating from the second half of last century, may be regarded as a triumph of hygiene and modern sanitary technique, the situation in the rural districts has remained very much what it was a hundred years ago, and the mortality and morbidity rates in those districts have now caught up with, and even in some cases exceeded, the rates obtaining in the towns.

Such an abnormal situation did not escape the notice of the Health Organisation, and the latter, after exhaustive investigation, convened in 1931 a European Conference on rural hygiene which was attended by representatives of twenty-three countries and laid down the guiding principles for the organisation of medical attendance and health services in rural districts.

Technical enquiries are proceeding, with the co-operation of various institutes and schools of health, on several questions of great importance for the living conditions of agricultural classes; for instance, rural housing, the anti-fly campaign, milk hygiene, drinking-water, etc. These enquiries, whose social importance is evident, have led British India and China

to request the Health Organisation to summon a Conference on Rural Hygiene for Eastern countries. This Conference will probably take place in 1937.

BIOLOGICAL STANDARDISATION

It is perhaps in the sphere of biological standardisation that the work of the Health Organisation has yielded the most immediate and most tangible results. With the parallel development of science in the different countries, it often happens that very different standards are established for one and the same medicaments, so that it becomes impossible for research workers to compare the doses administered by themselves with those employed by their colleagues abroad or to benefit by the latter's experience. Several international Conferences convened under the auspices of the Health Organisation have resulted in the adoption of international standards for certain sera, biological products (tuberculin, insulin) and the principal vitamins and sex hormones; these are entrusted for safe-keeping to an official laboratory, which is responsible, on behalf of the Health Organisation, for the distribution to the various national laboratories of units corresponding to the standard.

IV. INTELLECTUAL CO-OPERATION

A. ORGANISATION

The essential object of the work of intellectual co-operation within the League of Nations organisation is to develop international co-operation in all intellectual fields in order to safeguard peace by a closer union and better understanding between peoples.

The work includes: the scientific study of international relations (annual conferences), publication of an international bibliography of translations (*Index Translationum*), co-ordination of national centres of educational information, problem of adult and workers' education, reorganisation of Chinese national education, instruction of youth in the aims of the League of Nations and in international relations; exchanges of young people from elementary and secondary schools and universities; revision of school text-books: international action to remove from school text-books passages harmful to international understanding; study from the intellectual and international point of view of the great instruments of present-day publicity (the Press, broadcasting, cinematography); the educational problem and international aspects of broadcasting; study of popular arts; co-ordination of scientific bibliographies and permanent liaison with international scientific organisations; co-operation between national and central libraries; co-ordination of scientific terminology and standardisation of the terminology of archives; co-operation among scientific museums; the theatre, music and poetry from the international point of view; preservation of monuments and works of art; international legal protection of public collections;

international protection of authors' rights, scientists' rights, the authors' rights of journalists, and authors' rights in cinematography.

The Intellectual Co-operation Organisation is constituted as follows :

1. INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION, an advisory organ of the Council and the Assembly. It consists of nineteen members appointed by the Council. It directs the work of intellectual co-operation. Between its sessions, an EXECUTIVE COMMITTEE, set up in 1930, sees that its decisions are carried out and that the work is progressing satisfactorily.

2. COMMITTEES OF EXPERTS to answer special questions. Some of these are permanent, while others exist only for a limited period.

The most important permanent committees are the following :

(1) Permanent Committee for Arts and Letters; (2) Advisory Committee on League of Nations Teaching; (3) Experts Advisory Committee of the International Museums Office; (4) Directors' Committee of the Institutes of Archaeology and of the History of Art; (5) Committee of Directors of Higher Education; (6) Committee of Library Experts; (7) Committee of Expert Archivists.

Other expert committees are appointed according to the needs of the Organisation, most of the questions referred to above being actually studied by groups of experts.

3. The Organisation has three working bodies :

(a) THE INTELLECTUAL CO-OPERATION SECTION, which acts as secretariat of the Organisation and of the institutions dependent on it. It organises meetings and maintains contact with the different Governments and the organisations of the League. It contains an *Educational Information Centre*, the object of which is to maintain contact with the Governments in all matters relating to the instruction of youth in the aims and work of the League.

(b) THE INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION (Paris), an executive body of the Organisation. It has to give effect to the decisions of the International Committee on Intellectual Co-operation. Forty-five countries have delegates with the Institute. Its officials are nationals of different countries. Founded in 1926 and placed at the League's disposal by the French Government, the Institute comes entirely under the League. (See also page 229.)

(c) INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE (Rome). The object of the Institute is to promote the making of educational films, and their distribution and exchange. It was founded by the Italian Government and put at the League's disposal. (See also page 230.)

4. Forty-two NATIONAL COMMITTEES in the following countries :

Australia, Austria, Belgium, Bolivia, Brazil, United Kingdom, Bulgaria, Chile, China, Cuba, Czechoslovakia, Free City of Danzig, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lebanon, Lithuania, Luxembourg, Mexico, Netherlands, Netherlands Indies, Norway, Poland, Portugal, Roumania, Salvador, Union of South Africa, Spain, Sweden, Switzerland, Syria, United States of America, Yugoslavia.

These Committees serve as a link between the International Committee on the one hand and the intellectual circles of the different States on the other.

B. WORK

CONVERSATIONS — OPEN LETTERS

The Intellectual Co-operation Organisation has two methods of work proposed by the Permanent Committee on Arts and Letters—viz., that of conversations and that of open letters. In addition to members of the Committee, specialists in different branches of scientific research or of artistic produc-

tion may be invited to take part in the conversations. In the course of these conversations, the discussions have turned on such problems as the future of civilisation, the future of intellectual life in Europe, the training of modern man, contemporary art and reality, art and the State. The open letters are published by the International Institute of Intellectual Co-operation. So far, four volumes have appeared ("A League of Minds", "Why War?", "Intellect, Ethics and War" and "East and West").

SCIENTIFIC STUDY OF INTERNATIONAL RELATIONS

This study is being conducted by the International Studies Conference, which, in the first place, considered the problem of the State and economic life. Its present subject for research is that of collective security.

RE-ORGANISATION OF PUBLIC EDUCATION IN CHINA

This re-organisation was undertaken by means of three consecutive missions. The first consisted of experts from several European countries, and the second of Chinese professors and public education administrators, who made a study tour in some ten European countries. The third mission was that of an expert specially appointed to deal with questions relating to professional education and university studies in foreign countries, and to the placing of intellectual workers and technicians.

" INDEX TRANSLATIONUM "

The *Index Translationum* is a periodical prepared with the assistance of the national bibliographies of different countries. It is intended to facilitate the knowledge of translations made in different languages.

IBERO-AMERICAN COLLECTION

Most of the countries of Latin America are interested in this publication and assist it by subsidies which are intended to encourage the publication, in French translations, of the classical works of their own countries.

ARTISTIC QUESTIONS

The Organisation contributes to the study of folk arts and the place which they occupy, or might occupy, in the employment of workers' spare time. The International Museums Office has convened several Conferences which have considered the preservation of works of art, historical monuments, etc. This work has resulted in the preparation of a preliminary draft Convention for the protection of the artistic heritages of different countries. The draft relates to the return of works of art removed from the respective national artistic heritages.

EDUCATION

In the sphere of education, both elementary and secondary, the Organisation's work consists more particularly in the development of the instruction and education given with a view to imparting a better knowledge of other countries and of international problems, including the work of the League of Nations. Under the auspices of the Organisation, the national centres of educational information have been brought into touch with one another.

In the field of higher education, important work is being done by means of annual meetings of directors of higher education, at which consideration is given to the organisation of universities and research institutions.

This work also includes the question of the revision of school text-books with a view to excluding from them any inaccuracies or any comments unfavourable to foreign countries.

The Organisation has established liaison between the international students' organisations, thus facilitating university exchanges. It is studying the question of educational broadcasting and the methods employed for exchanges and the travel of school pupils.

EXACT AND NATURAL SCIENCES — LIBRARIES AND ARCHIVES

Under the auspices of the Organisation, collaboration has been established between museums and scientific collections, and there has been a preliminary co-ordination of certain scientific terminologies.

The Organisation has also set up a Committee of Library Experts from amongst the directors of large central or national libraries and a Committee of Archives Experts for the purpose of studying in detail methods of co-ordination in this sphere.

INTELLECTUAL RIGHTS

The Organisation constantly emphasises the need for adequately protecting the authors of inventions and persons engaged in scientific research. It collaborates in all efforts made for the purpose of protecting both authors' rights and artistic and literary property in its various forms. It is studying the possibility of bringing about a co-ordination of the Berne and Rome Conventions with the Havana Convention relating to authors' rights.

CINEMATOGRAPH QUESTIONS

In collaboration with the International Educational Cinematographic Institute of Rome, a Convention was concluded in October 1933 with the object of facilitating the international circulation of films of an educational character. This

Convention will serve to make known educational films and to facilitate the transport and showing of such films in educational establishments and in cinema halls. The Institute will publish a catalogue of these films and will distribute it to all countries. In 1934, the Institute organised an International Congress of teaching and educational cinematography. It acts as a technical organ of the Intellectual Co-operation Organisation for the study of all questions relating to the use of the cinematograph as an instrument of culture and education.

BROADCASTING

The Intellectual Co-operation Organisation has also given attention to the intellectual and educational side of broadcasting, and is studying the question of programmes and their national and international co-ordination, the possibilities of broadcasting as a factor in social and artistic education and its influences in helping peoples to understand one another. A draft international Convention to ensure the use of broadcasting in the interests of peace has been submitted to Governments for consideration.

V. SOCIAL AND HUMANITARIAN WORK

A. ORGANISATION

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League

will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children. (Art. 23 (c), Covenant.)

The Advisory Commission for the Protection and Welfare of Children and young People consists of fifteen members appointed by the Governments which are invited by the Council to nominate their representatives. It is divided into two Committees : (1) the Traffic in Women and Children Committee and (2) the Child Welfare Committee.

The two Committees sit annually. On each, assessors or advisory members represent the principal voluntary organisations concerned.

In the campaign against the traffic, endeavours are made to induce as many Governments as possible to ratify the conventions for its suppression. At present, forty-eight States have ratified or acceded to the 1921 Convention. The Committee also deals with the abolition of the licensed brothel system (as recommended by the Assembly of 1934 to the Governments of States Members and non-members), the employment of women police, the penalties to be imposed on *souteneurs*, and the suppression of obscene publications.

In the domain of child welfare, the Committee studies every question concerning young people which the Council and Assembly think suitable for international action.

The Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad consists of experts nominated by twelve Governments. It was set up by a decision of the Council of May 20th, 1931, and began work on December 4th, 1933.

B. WORK

TRAFFIC IN WOMEN AND CHILDREN

The League of Nations began its work for the suppression of the traffic in women and children in 1921, when an international Conference was convened to strengthen and extend the Agreements of 1904 and 1910 against the traffic, to which a number of States had acceded before the creation of the League. It drew up a Convention, which was ratified by forty-eight States and signed but not ratified by three others. In October 1933, this Convention was extended by a new Convention providing for penalties for the international traffic in women of full age, even with their consent, for immoral purposes in another country; earlier agreements penalised only the traffic in women under age. Thirteen States have ratified or definitely acceded to the International Convention of 1933 on the Repression of the Traffic in Women of Full Age, and twenty have signed, but have not so far ratified.

At the request of the Commission for the Protection and Welfare of Children and Young People, the Council instituted two extensive enquiries with a view to determining the nature and extent of the traffic in different parts of the world. Those enquiries have supplied very useful data for the campaign against the traffic both in the East and in the West.

Following on these investigations, it was decided to summon in the East a Conference of Central Authorities of Eastern Countries dealing with the repression of the traffic in women and children.

It was also decided to appoint an agent for rescue work amongst women of Russian origin in the Far East who have taken to prostitution; this agent would co-ordinate and encourage the giving of such assistance as could be afforded to these women.

The League of Nations is also engaged in the suppression of obscene publications (a Convention framed by a Conference in 1923 provides for the punishment of offences of this kind) and the reform of penal administration (it is co-operating in this sphere with several technical organisations; the Assembly recommended Governments to apply standard minimum rules for the treatment of prisoners, framed by the International Penal and Penitentiary Commission).

Forty-three States have ratified or definitely acceded to the International Convention of 1923 on the Suppression of the Circulation of and Traffic in Obscene Publications. Ten other States have signed this Convention, but have not yet ratified.

In 1933, a special temporary Committee of the League met for the first time to study the problems of assistance to indigent aliens and the execution of maintenance obligations abroad.

CHILD WELFARE

Child welfare, systematically organised, is of comparatively recent date.

In studying this problem, it must be borne in mind that fundamental social and economic questions are constantly involved (e.g., family allowances), education (e.g., the cinema), public morals (e.g., the status of the illegitimate child). It thus becomes necessary to proceed with caution and, before formulating suggestions or recommendations, to begin by preparing people's minds for a discussion of the various questions.

All the enquiries or studies undertaken by the Child Welfare Committee are designed to encourage the different countries to examine the spirit and method that obtain there in the

treatment of child welfare questions and to introduce amendments, whenever necessary, in their laws and administration.

The Committee considered that it was important that *normal children* should be regarded as the main subject of its enquiry, and that the constructive side of child welfare should be insisted on quite as much as the more limited, although vital, question of protecting childhood against harmful influences or shameful exploitation.

AGE OF MARRIAGE AND CONSENT

Ever since it was set up, the Child Welfare Committee has been carrying out an exhaustive study of all the laws relating to the age of marriage and consent (by consent is meant here, not the consent of third parties to the marriage, but the validity of the individual's consent).

The effects of this study have been appreciable. Several countries have amended their laws so as to raise the age for marriage.

CINEMATOGRAPH

The Child Welfare Committee has also carried out a study of all the laws in force in the different countries governing the admission of children to cinema performances.

The Committee observed that the recreative rôle of the cinema is of international importance and accordingly decided to consider the positive aspect of this question—*i.e.*, the necessity for the production and showing of recreational films suitable for children.

ILLEGITIMATE CHILDREN

The Committee has examined the legal status of the illegitimate child in the different countries. A great deal of documentary material has been published on the subject. This study was supplemented by the examination of certain social measures designed to ensure the protection of the

illegitimate child, including, among others, the compulsory guardianship of the child and the latter's position under social insurance laws. It is of interest to note, on the basis of this study, that those laws make practically no difference between the position of legitimate children and that of illegitimate children.

SPECIAL JURISDICTION

The Committee has undertaken an exhaustive study of special jurisdiction over minors. This study, which falls into three parts (auxiliary services of juvenile courts, organisation of such courts, and institutions for erring and delinquent children), is not yet concluded.

In regard to the imprisonment of children and young persons, the Committee adopted a resolution recommending the abolition of the system of detention in prison and the substitution of education and character-training in the place of repression.

Having observed that in many legal systems the minimum age of criminal responsibility did not always correspond with the age of civil majority, the Committee decided to investigate the question of this latter age.

BLIND CHILDREN

The Committee has collected important documentary information on the methods of ascertainment of blind children; amongst these methods are the principle of compulsory declaration and various systems of supervision.

EFFECTS OF THE ECONOMIC DEPRESSION AND OF UNEMPLOYMENT ON CHILDREN AND YOUNG PEOPLE

The Committee discussed this question, on the recommendation of the International Labour Office, from two different aspects: (a) effects of the depression on children of the unemployed; (b) effects of unemployment on young workers.

After considering reports received from various sources, the Committee emphasised the three following points as being of chief interest: (1) the unhappy position of young people, not only amongst manual workers, but also in other classes of society; (2) the importance of adapting instruction to the future vocational needs of industrial and agricultural groups with a view to the raising of the school-age; (3) the importance of training young people in the wise employment of their spare time and of imparting to them a feeling of their obligations towards society.

INFORMATION CENTRE

The Information Centre, set up by the fifteenth Assembly, began work on June 1st, 1935. It has two main duties: to co-operate with the Library in (a) collecting essential documentary information in accordance with directions given it by the Child Welfare Committee, (b) replying to all applications for information sent to it.

RETURN TO THEIR HOMES OF CHILDREN AND ADOLESCENTS

The Committee has also considered the solution of problems which can only be dealt with by means of international agreements. For this purpose, it prepared a Model Convention concerning the return to their homes of children and adolescents; the Convention was communicated to all Governments, and has already served as a basis for the conclusion of bilateral and multilateral agreements.

ASSISTANCE

The Committee has drawn up a preliminary draft Convention on assistance to foreign minors. When this draft was communicated in 1928 to Governments, the latter stated that they considered it preferable to regulate the question of assistance

to *all* indigent foreigners, including adults and minors. The Council accordingly decided to set up a special temporary Committee of Experts to study the question.

ASSISTANCE TO INDIGENT FOREIGNERS AND THE EXECUTION OF MAINTENANCE OBLIGATIONS ABROAD

The Committee of Experts set up to study these questions drew up fourteen recommendations in December 1933, together with a draft multilateral Convention on Assistance to Indigent Foreigners with a view to assimilating their treatment to that of nationals. The Council is making a preliminary consultation of Governments on the Committee's proposals.

PENAL AND PENITENTIARY QUESTIONS

In January 1930, the Council proposed that the Assembly should include in its agenda the question of the improvement of penal administration. In 1934, the Assembly approved a general body of rules for the treatment of prisoners, drawn up by the International Penal and Penitentiary Commission, fixing the minimum in respect of conditions to be observed in the treatment of any person deprived of his liberty.

In this matter of penal and penitentiary questions, the League of Nations works in close connection with the seven following organisations : the Association internationale de droit pénal, the International Bureau for the Unification of Criminal Law, the International Prison Commission, the International Criminal Police Commission, the Howard League for Penal Reform, the International Law Association and the Union internationale de droit pénal.

VI. CAMPAIGN AGAINST NARCOTICS

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League

will entrust the League with the general supervision over the execution of agreements with regard to the traffic in opium and other dangerous drugs. (Art. 23 (c), Covenant.)

The question of opium and other dangerous drugs has three main aspects: opium for smoking (or prepared opium), essentially an Eastern problem; drugs manufactured by chemical processes from opium and coca leaves; and, lastly, the raw material supplied by countries producing the opium poppy or coca leaves.

Production, manufacture, trade, distribution, stocks are parts of the lawful machinery working throughout the world.

Side by side with the legitimate and supervised trade, there is a vast illicit traffic, encouraged by traffickers and addicts.

By its competent organs, the League assists Governments in the campaign against this traffic.

A. ORGANISATION

1. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

This Committee, which is composed of twenty-five members and two assessors, represents both the producing or manufac-

turing countries and the consuming countries. It helps the Council of the League to exercise general supervision over the agreements regarding opium and other dangerous drugs. These Agreements or Conventions are at present five in number. They are amongst those Conventions of the League which have been most generally ratified and are most generally applied. In the performance of its functions, the Advisory Committee examines the annual reports of Governments on the application of the various Agreements and Conventions in force and on the application of national legislation, as also on the reports with regard to illicit transactions and seizures. In the light of this information, as well as of its own studies and enquiries, the Committee suggests steps to be taken. It further undertakes the work of preparation for conferences and new Conventions for the purpose of regulating particular aspects of the traffic in opium and other dangerous drugs in such a way as to strengthen the general body of measures limiting the use of drugs to the medical, scientific and legitimate purposes of the world, thus preventing illegal production, clandestine manufacture, illicit traffic and the development of drug addiction.

2. PERMANENT CENTRAL OPIUM BOARD

The Board set up by the Opium Convention signed at Geneva on February 19th, 1925, is composed of eight experts, who are independent of their Governments and who, by their technical qualifications, impartiality and independence, inspire universal confidence. It keeps a constant watch on the movement of the international drug market. If information it receives leads it to conclude that any country is accumulating excessive quantities of a substance covered by the Convention and is thus likely to become a centre of illicit traffic, the Committee has the right to ask the country, through the Secretary-General, for explanations and, if necessary, to

recommend the Council of the League to apply certain sanctions (Articles 24 and 26 of the Opium Convention signed at Geneva on February 19th, 1925).

Further, under Article 14 of the Convention for the Limitation of the Manufacture and Regulation of the Distribution of Narcotic Drugs, signed at Geneva on July 13th, 1931, if the Central Board finds from the statistical information which it receives under the two Conventions of 1925 and 1931 that the consumption, manufacture, quantities transformed, imports or exports, or quantities employed in the manufacture of preparations which are not subject to supervision, exceed the limits laid down on the basis of the estimates for which Article 5 of the 1931 Convention provides, the Board has the right to call for explanations from the countries concerned, in accordance with the procedure provided in paragraphs 2 to 7 of Article 24 of the Geneva Convention of 1925.

3. SUPERVISORY BODY

The Supervisory Body was set up under Article 5, paragraph 6, of the 1931 Convention for the Limitation of the Manufacture and Regulation of the Distribution of Narcotic Drugs. It is composed of four members appointed respectively by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, the Permanent Central Board, the Health Committee of the League of Nations and the Office international d'Hygiène publique in Paris. Its object is to examine the estimates of the narcotic requirements supplied by Governments and to draw up such estimates itself, as far as possible, for the countries or territories in whose case estimates have not been submitted.

The Supervisory Body thus constitutes the basis of all national or international supervision, inasmuch as it draws up and publishes every year before November 1st a statement

containing estimates of the requirements of each country or territory, showing the licit amounts of consumption and manufacture throughout the world for the following year. It also deals, in accordance with the procedure laid down by the Convention, with any supplementary estimates submitted to the Permanent Central Board by Governments in the course of the year, and, if necessary, draws up supplementary statements.

B. WORK

PREPARED OPIUM

The habit of smoking opium persists licitly or illicitly in the territory or colonies of the following eleven States : China, the United States (Philippines, where opium for smoking is entirely prohibited), France (Indo-Chinese Union and Kwang-chow Wan), United Kingdom (Brunei, North Borneo, Ceylon, Straits Settlements, Federated and Unfederated Malay States, Hong-Kong, Sarawak), India (Burma), Iraq, Japan (Formosa, Leased Territory of Kwantung, South Manchuria Railway zone), Netherlands (Netherlands Indies), Persia, Portugal (Macao), Siam.

There are three international instruments dealing with this question :

THE INTERNATIONAL OPIUM CONVENTION

Signed at The Hague on January 23rd, 1912 (fifty-nine ratifications and accessions), this Convention makes it incumbent on the contracting parties to take measures for the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium within the limits of the conditions peculiar to each country. Countries which do not immediately prohibit the import and export of prepared

opium must undertake to adopt a series of very strict measures of supervision over imports and exports.

A special chapter of the Convention imposes on Powers having treaties with China special collaboration with the latter (prohibition of the export to China of raw and prepared opium, etc.)

THE GENEVA AGREEMENT

The Geneva Agreement of February 11th, 1925 (seven ratifications), provides that the retail sale, import, sale and distribution of prepared opium shall constitute a State monopoly.

In the Protocol to this Agreement, the parties undertake gradually and completely to suppress the habit of opium-smoking, provided the countries which cultivate the poppy have ensured the effective execution of the provisions necessary to prevent the export of raw opium from their territory from constituting a serious obstacle to the reduction of consumption in the countries in which the use of prepared opium is still temporarily authorised.

COMMISSION OF ENQUIRY IN THE FAR EAST

In a memorandum communicated to the League of Nations on August 1st, 1928, the United Kingdom noted that efforts to suppress the smuggling of opium in territories in the Far East had failed and that the chances of the gradual and complete suppression of the use of prepared opium were extremely remote. In consequence of this memorandum, the League of Nations sent (1930) a Commission appointed to report on the situation in the Far East and to suggest measures that the Governments concerned should adopt in the circumstances.

THE BANGKOK AGREEMENT

The Agreement of Bangkok of November 27th, 1931 (five ratifications), institutes an obligation to establish a complete monopoly for the retail sale of prepared opium. This agreement is not yet in force.

MANUFACTURED DRUGS

The principal manufacturing countries are the following: the United Kingdom, France, Germany, Japan, the Netherlands, Switzerland, the U.S.S.R. and the United States of America.

The international instruments dealing with this question, and the organs specially concerned, are as follows:

The *Hague Convention* of 1912 (fifty-nine ratifications or accessions) makes it incumbent upon the contracting parties to enact laws on pharmacy such as to restrict the manufacture, sale and use of manufactured drugs (medicinal opium, morphine, cocaine, etc.) to legitimate medical requirements. It calls upon States to supervise persons engaged in the manufacture, import, export, sale and distribution of drugs and recommends that drugs should be exported only to persons in possession of permits in conformity with the laws of the importing country.

The *Geneva Convention*, signed on February 19th, 1925 (fifty-two ratifications or accessions), strengthens the measures laid down in the 1912 Convention, more particularly by making them compulsory. Further, for international trade, it institutes the system of import certificates and export permits. Under this system, if a dealer in narcotic drugs wishes to import drugs, he is bound first to obtain from his Government a certificate specifying that such import is approved by the

Government and that it is required for exclusively medical or scientific purposes in the case of manufactured drugs. The Government of the exporting country in its turn authorises export only when an import certificate has been presented by the exporter. The system is at present applied to the legitimate traffic in drugs on a practically universal scale.

Permanent Central Board. A further element of supervision is provided by the Geneva Convention in the form of an obligation devolving upon Governments to furnish each year quarterly or annual statistics to an *ad hoc* body, the Permanent Central Board. The Board, consisting of eight independent persons, is enabled by means of these statistical data to exercise constant supervision over the movement of the international market. If the data at its disposal lead it to conclude that a country is accumulating unduly large quantities of a substance covered by the Convention, it can ask the country in question for explanations through the Secretary-General of the League. If the explanations are not satisfactory, the Board may recommend to the Council the application of certain sanctions.

Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs. This Convention was signed at Geneva on July 13th, 1931 (fifty-five ratifications or accessions). Despite the improvements introduced by the Geneva Convention, experience has shown the necessity for a direct quantitative limitation of the manufacture of narcotic drugs and a still stricter regulation of distribution. It also appeared indispensable to apply the Convention to all derivatives of opium and coca leaves capable of constituting a danger for the future. The 1931 Convention ensures this direct quantitative limitation by the system of estimates. Each Government is required to furnish, one year in advance, estimates of the quantities necessary for

its medical and scientific requirements. These estimates limit the quantities of the drug available in a country, whether manufactured in that country or imported.

SUPERVISORY BODY

The estimates are examined by the Supervisory Body. The latter can thus fix in advance for one year the world programme of narcotic drugs (manufacture and international trade). The programme is fixed and published annually in a statement containing estimates for all the countries (the estimates being furnished by Governments or, in the absence of data from the country concerned, being established by the Supervisory Body itself). The document in question covers all the territories in the world, and constitutes for all the parties to the Convention a legal obligation to keep within the limits of the estimates laid down. This system is the only genuinely universal piece of international machinery created by the League of Nations up to the present. Manufacture and distribution are supervised by strict national administrative systems. The Permanent Central Opium Board is responsible for ensuring that the manufacture, imports, etc., in each country do not exceed the estimates established by the Supervisory Body.

RAW MATERIALS

The signatories of the Geneva Convention of 1925 declared, in the Preamble to the Convention, their conviction that the contraband trade in and abuse of narcotics could not be effectively suppressed, except by bringing about an effective limitation of the production of the raw materials (raw opium and coca leaves) and the manufacture of the drugs. As the 1931 Convention already affords a means of limiting the manufacture of drugs to the quantities required for medical

and scientific purposes, it only remains for the League of Nations to endeavour, by all the means in its power, to settle the problems arising in connection with the production of raw materials.

The principal countries producers of raw materials in the world are as follows :

Opium poppy : Afghanistan, Bulgaria, China, India, Indo-China, Iran, Japan, Korea, Turkey, the U.S.S.R. and Yugoslavia.

Coca leaves : Bolivia, Japan (Formosa), Netherlands (Netherlands Indies) and Peru.

In many countries, these raw materials are consumed in a raw or prepared form (opium being eaten in certain Asiatic countries and coca leaves chewed in certain South American countries, while Indian hemp is consumed in different parts of Asia and Africa).

A process has recently been invented in Hungary for the extraction of morphine from poppy straw, which has hitherto been a purely waste product of agriculture. Morphine can henceforward be extracted from the straw of the poppy of such a quality as to be able to compete on favourable terms with morphine derived from opium.

The existing Conventions ensure supervision over the production and distribution of raw opium. They regulate imports and exports of all raw materials (raw opium, coca leaves, Indian hemp) by means of the import certificate system mentioned above. Enquiries have been carried out in certain producing countries, more particularly in Persia, and the possibilities have been investigated of substituting crops in order to limit the production of the opium poppy.

To strengthen the effect of these Conventions, the League of Nations is at present engaged in preparatory work with a view to a future Conference to examine the possibility of limiting and controlling the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf.

REPRESSION OF THE ILLICIT TRAFFIC

Despite an effective control of manufacture and legitimate trade and despite the much stricter supervision on the part of the authorities, the illicit traffic has not diminished and is aided considerably by clandestine manufacture in a growing number of countries in the East and West.

The League is redoubling its efforts to establish a systematic organisation of the campaign against these two evils. As matters stand, under Article 23 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, the contracting parties are bound to communicate to each other through the Secretary-General, as soon as possible, particulars of important cases of illicit traffic. This information is carefully studied by a Sub-Committee set up by the Advisory Committee on the Traffic in Opium and called the Seizures Sub-Committee.

A draft convention on the repression of the illicit traffic, providing not only for better international co-operation in tracing down traffickers but also for a unification and a universal application of penalties against offenders, will be examined by experts and come before an international conference during 1936.

VII. REFUGEE RELIEF WORK

The League's refugee work was begun in 1920, and was actively carried on from the outset thanks to the devotion of Dr. Fridtjof Nansen, who undertook the duties of High Commissioner. Subsequently, when the High Commissioner's energy had succeeded in reducing the size of the problem, the Administration was reformed and the work of assistance to certain classes of refugees entrusted to a separate organisation, that of the "Nansen International Office for Refugees", which deals with Russians, Assyrians, Armenians, Assyro-Chaldeans and those from the Saar. The assistance given includes the establishment of a provisional legal status for refugees by means of the Nansen certificate until such time as they are in a position to acquire regular and definitive nationality. The work also arranges for the transport and the settlement of refugees in countries whose economic conditions are best fitted for their requirements. It further assists refugees incapable of work. It has for its relief work the sums obtained from the sale of Nansen stamps and from gifts and subsidies of Governments, public and private institutions, associations and individuals. In the course of the financial year 1933, the Office administered funds for the relief of refugees to a total of approximately 925,500 francs. During this period, it relieved in different ways 91,125 refugees and found stable employment for 7,000 persons. (See Nansen International Office for Refugees, page 232.)

In 1933, the League was asked to help refugees from Germany, both Jewish and others. The Council appointed a High Commissioner, but he had no administrative connection with the Secretariat. The High Commissariat, whose office was in London, continued working till December 31st, 1935.

At the sixteenth session of the Assembly, in September 1935, the Norwegian Government made a proposal for a general rearrangement of refugee work. This proposal led to a decision of the Assembly to set up a Special Committee to consider the general question of refugees of all classes, to draw conclusions and to make practical suggestions, having regard to the closing of the Nansen International Office and to the fact that the High Commissariat for German Refugees was also ceasing to operate. The Committee recommended by the Assembly was made up as follows: M. Michael Hansson (Norway), H.E. M. G. de Michelis (Italy), H.E. M. Stefan Osuský (Czechoslovakia), M. P. Roland-Marcel (France), and the Rt. Hon. Sir Horace Rumbold (United Kingdom). It met at Geneva from November 28th to December 6th, 1935, and made two series of proposals to the Council, one for provisional measures until the Assembly session of 1936 and the other for measures of a more final character on which the Assembly itself would be asked to decide.

VIII. SLAVERY

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League undertake to secure just treatment of the native inhabitants of territories under their control. (Art. 23 (b), Covenant.)

The International Convention for the Suppression of Slavery approved by the Assembly on September 25th, 1926, had, by December 31st, 1935, received 28 ratifications and 15 accessions. That Convention was the outcome of the studies of the temporary Commission of Experts which sat in 1924-25.

The object of the 1926 Convention is to suppress the slave trade and to assure as soon as possible the abolition of slavery in all its forms. (Article 2 of the Convention.)

A Committee of Experts, constituted at the request of the Assembly, re-examined the situation in 1932. It found that slave-raiding in the form of big organised operations had entirely disappeared, but that individual or collective captures of free men still occurred in certain inadequately administered areas. There were still slave markets in certain States, and the Committee considered that the slave trade should first be suppressed. The Committee further noted that there were still certain forms of social status in Africa under which human beings were not in enjoyment of full civil freedom.

In accordance with a suggestion by the Committee, the Assembly (1932) constituted a Permanent Advisory Committee, which began to act in January 1934.

The parties to the 1926 Convention undertook, Article 5, to take all necessary steps to repress compulsory or forced labour analogous to slavery. By its decision of the same date, the Assembly instructed the International Labour Office to study the question of forced labour.

IX. TECHNICAL CO-OPERATION OF THE LEAGUE WITH THE CHINESE GOVERNMENT

At the request of the Chinese Government, the Technical Organisations of the League have, since 1931, been lending a hand in the economic reconstruction of China. The movement was inaugurated by the Health Organisation in 1930, and in May of the following year the various other Technical Organisations began to participate in the work. Close connection was first established between them and the Chinese Government by sending various directors of Sections of the Secretariat to China.

In July 1933, the Council set up a special Committee to maintain this connection, and appointed Dr. RAJCHMAN to go to China as the Council's Technical Agent with the Chinese National Economic Council. Dr. Rajchman's period of duty terminated in August 1934, but, to ensure that this co-operation should continue, the late M. Robert HAAS, Director of the Communications and Transit Section, was sent to China for a short period.

The co-operation is exclusively technical in character. The competent organisations have given their assistance in the reconstruction work by supplying China with qualified persons who, in some cases, report to the Chinese Government on definite technical problems, and undertake short tours of investigation for the purpose. An actual request has always been received from the Chinese Government before any such mission has been undertaken.

The work of the Health Organisation has been to help in developing the Central Field Health Station, and in the

sanitation and veterinary work done in certain provinces of the interior. The Communications and Transit Organisation devoted its attention to the road construction and water conservancy being carried out by the Chinese National Economic Council. The Economic Organisation has appointed experts to help in solving certain agricultural and agrarian problems and to deal with the improvement of silkworm cultivation. The Intellectual Co-operation Organisation sent delegates to China in 1931 to make a report on education as a whole. The Organisation intends to render assistance to the Intellectual Employment Bureaux which the Chinese Government has decided to set up in Nanking and in the West, for the purpose of better adapting the technical training of Chinese students in Europe and the United States of America to the present requirements of economic reconstruction in China.

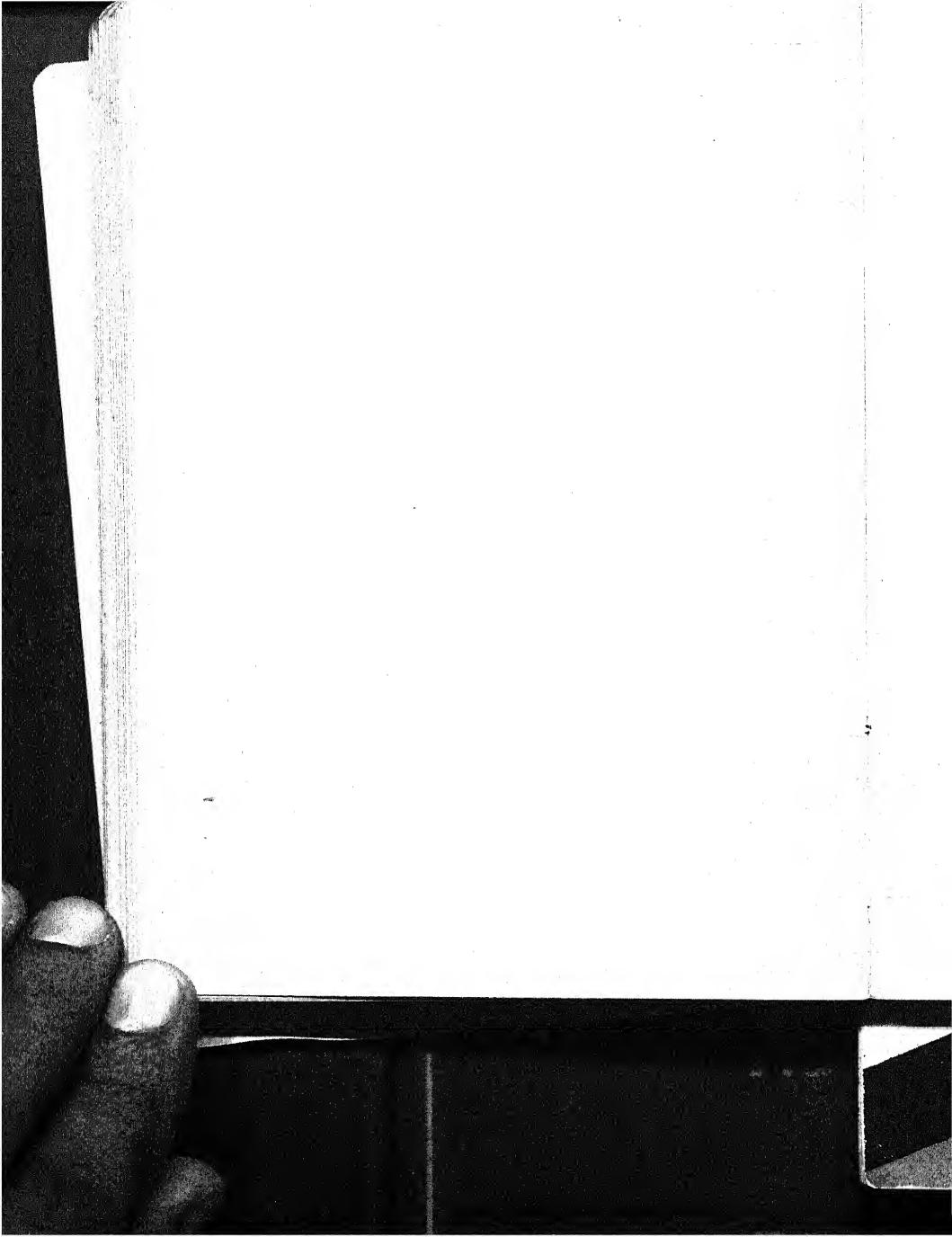
The Technical Agent, in his report submitted in May 1934, pointed out that, apart from certain specialised branches of employment, the number of Chinese citizens fitted for participation in the economic reconstruction of their country was steadily growing. To hasten this progress, the Technical Organisations of the League are giving their assistance to enable the Chinese authorities more easily to benefit by the experience of administrations and institutions in other countries.

The report of the Secretary of the Council Committee in May 1935 also sums up the results attained and once again declares that the purpose of the League's technical co-operation with China is to help to train, or complete the training of, a body of Chinese experts, and to enable specialists in the Chinese Administration to benefit by the experience of foreign countries.

PART IV

ACTIVITIES RELATED
TO THE LEAGUE





I. SPECIAL INSTITUTES

Special Institutes have been put at the disposal of the League by certain Governments taking a particular interest in some aspect of international co-operation.

These organisations are not mentioned in the Covenant, but have been set up subsequently, with the approval of the Assembly and the Council, and work under the auspices of the League.

INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION

Seat : Palais Royal, 2, rue Montpensier, Paris.

The Institute of Intellectual Co-operation was founded by the French Government in 1926. As an executive organ of the Intellectual Co-operation Organisation, it deals with literary, artistic and scientific questions, the problem of intellectual rights, and education.

The Institute is administered by the Governing Body, the Directors' Committee, and its own Director. The *Governing Body* consists of all the sitting members of the International Committee on Intellectual Co-operation (see page 199). In addition, the three members of the Executive Committee of the International Committee on Intellectual Co-operation, who are elected outside the ranks of the latter's own members, sit in an advisory capacity. The *Directors' Committee* consists of the same members as the Executive Committee of the International Committee on Intellectual Co-operation, the three outside members again sitting in an advisory capacity. The Chairman of both these bodies must always be of French



nationality. The Governing Body and the Directors' Committee deal with all questions relating to the internal administration of the Institute, such as finance, staff questions, etc. The Institute's programme of work, on the other hand, is drawn up by the International Committee on Intellectual Co-operation. The Director and other high officials are appointed by the Governing Body.

The Institute's funds are derived from State subsidies—more particularly the grant from the French Government—together with donations from private individuals or institutions.

Each year, the Governing Body reports on its activities to the Council of the League and to the French Government. The report is communicated to all Members of the League.

INTERNATIONAL EDUCATIONAL
CINEMATOGRAPHIC INSTITUTE

Seat : Rome, Villa Torlonia, Via Lazzaro Spallanzani 1, Rome.

The International Educational Cinematographic Institute was founded by the Italian Government in 1928 to encourage the production, circulation and exchange of educational films.

The Institute is administered by the Governing Body, the Permanent Executive Committee, the Advisory and Technical Committee, and its own Director. The *Governing Body* consists of a Chairman and eleven members, as far as possible of different nationalities, who are appointed by the Council of the League. The Governing Body must always include the Italian and two other members of the International Committee on Intellectual Co-operation, who sit in a personal capacity, the Italian member being Chairman *ex officio*. A member of the Advisory and Technical Committee, who is appointed by his colleagues, also sits in a personal capacity. The Governing Body further includes M. Louis Lumière, who is an honorary member. From among its members it appoints

a *Permanent Executive Committee*, consisting of its own Chairman and four other members, all of different nationalities. The secretaries of the Governing Body and Permanent Executive Committee are appointed by the Secretary-General of the League of Nations after consultation with the Chairman of the Governing Body. The Director and the heads of the various services are appointed by the Governing Body.

The Governing Body is the highest authority in regard to all the Institute's activities. It lays down its programme of work, controls expenditure and approves the accounts, and also deals with staff matters. A report on the Institute's activities is addressed annually to the Council of the League and to the Italian Government. It is also communicated to all League Members.

The *Advisory and Technical Committee* consists of six members appointed by the Governing Body for their technical qualifications or their standing in the film-makers' organisations. The Committee's task is to maintain contact with groups in the film industry, as well as technical circles. The Committee gives technical opinions on questions submitted to it.

The Institute's funds are derived from State subsidies—more particularly the grant from the Italian Government—together with donations from private individuals or institutions.

INTERNATIONAL INSTITUTE
FOR THE UNIFICATION OF PRIVATE LAW

Seat : Villa Aldobrandini, Via Panispera, 28, Rome.

The International Institute for the Unification of Private Law was founded by the Italian Government in 1926, to work out means of reconciling and co-ordinating the private law of the various States, and thus gradually preparing the way for the general adoption of uniform legislation in this sphere.



These various activities are conducted under the supervision of the League of Nations. Contact is maintained with the International Committee on Intellectual Co-operation, the International Labour Office and the technical organisations of the League of Nations, whose work is duly turned to account. The Institute is administered by the Governing Body, the Permanent Committee and the Secretariat.

The *Governing Body* consists of a Chairman and fourteen members, as far as possible of different nationality; the members remain in office for five years. They are appointed by the Council of the League of Nations, the Italian member being Chairman *ex officio*. The Governing Body controls the Institute's expenditure and draws up its programme of work. It appoints members of the Permanent Committee and the Institute's Secretary-General.

The *Permanent Committee* consists of the Chairman of the Governing Body and five other members, all of different nationality. They are appointed for five years.

A report on the Institute's activities is addressed annually to the Council of the League of Nations and to the Italian Government. It is also communicated to all League Members.

NANSEN INTERNATIONAL OFFICE
FOR REFUGEES

Seat: 15, rue Général Dufour, Geneva.

This Office is an autonomous organisation under the auspices of the League, which was set up in pursuance of a resolution of the 1930 Assembly, its statutes being approved by the Council on January 19th, 1931.

Its object is to carry on and complete as rapidly as possible—and in any case not later than the end of 1938—Dr. Nansen's work on behalf of Russian, Armenian, Assyro-Chaldean and Turkish refugees.

According to the Office's statutes, it is the regular organs of the League of Nations which are responsible for the political and legal protection of refugees, its own task being confined to continuing the humanitarian side of Dr. Nansen's work, more particularly by the collection of information regarding the material and moral conditions of those concerned and assisting them in finding employment or opportunities for settlement.

The cost of running the Office is borne by the League of Nations on the basis of a schedule which provides for the progressive reduction of the annual subsidy. The President of the Office is appointed by the Assembly of the League, while the Secretary-General of the League and the Director of the International Labour Office each appoint one member of the Governing Body. The Office reports annually on its activities to the Assembly of the League, and its accounts are examined each year by the League Auditor.

INTER-GOVERNMENTAL ADVISORY COMMISSION FOR REFUGEES

Is composed of the representatives of Governments (Belgium, United Kingdom, Bulgaria, China, Czechoslovakia, Estonia, France, Germany, Greece, Italy, Latvia, Poland, Roumania, Yugoslavia), and assists the Council and the Nansen International Office in all questions concerning refugee work.

INTERNATIONAL CENTRE FOR RESEARCH ON LEPROSY

Has its seat in Rio de Janeiro.

The International Centre for Research on Leprosy was established by the Brazilian Government, which furnishes a part of its resources, the remainder being due to the generosity of M. Guinle, a Brazilian philanthropist. It is an autonomous institution under the auspices of the League of Nations. Its

statutes are similar to those of the International Institute of Intellectual Co-operation. It is administered by a Governing Body composed of M. Guinle and members of the Health Committee of the League of Nations sitting in their personal capacity. (See also page 193.)

II. INTERNATIONAL BUREAUX

There shall be placed under the direction of the League all international bureaux already established by general treaties, if the parties to such treaties consent. All such international bureaux and all commissions for the regulation of matters of international interest hereafter constituted shall be placed under the direction of the League. (Art. 24, para. 1, Covenant.)

The Council may include as part of the expenses of the Secretariat the expenses of any bureau or commission which is placed under the direction of the League. (Art. 24, para. 3, Covenant.)

Six international bureaux are at present placed under the direction of the League of Nations in virtue of this article. They are the International Commission for Air Navigation, the International Hydrographic Bureau, the Central International Office for the Control of the Liquor Traffic in Africa, the International Bureau for Information and Enquiries regarding Relief to Foreigners, the Nansen Office for Refugees and the International Exhibitions Bureau. These bureaux are in continuous touch with the International Bureaux Section or with the Technical Section of the Secretariat with which they are specially concerned.

Further, under a decision of the Council of June 27th, 1921, the International Bureaux Section has the special function of acting as a centre of documentation in relation to private international organisations through the medium of the *Handbook of International Organisations*, which contains

information as to the constitution and aims of the different organisations, and the *Bulletin of Information on the Work of International Organisations*, which publishes accounts of international conferences and congresses.

III. THE RED CROSS

The Members of the League agree to encourage and promote the establishment and co-operation of duly authorised voluntary national Red Cross organisations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world. (Art. 25, Covenant.)

The National Red Cross Societies, the International Red Cross Committee (122, rue de Lausanne, Geneva) and the League of Red Cross Societies (12, rue Newton, Paris) constitute the International Red Cross.

IV. THE INTERNATIONAL RELIEF UNION

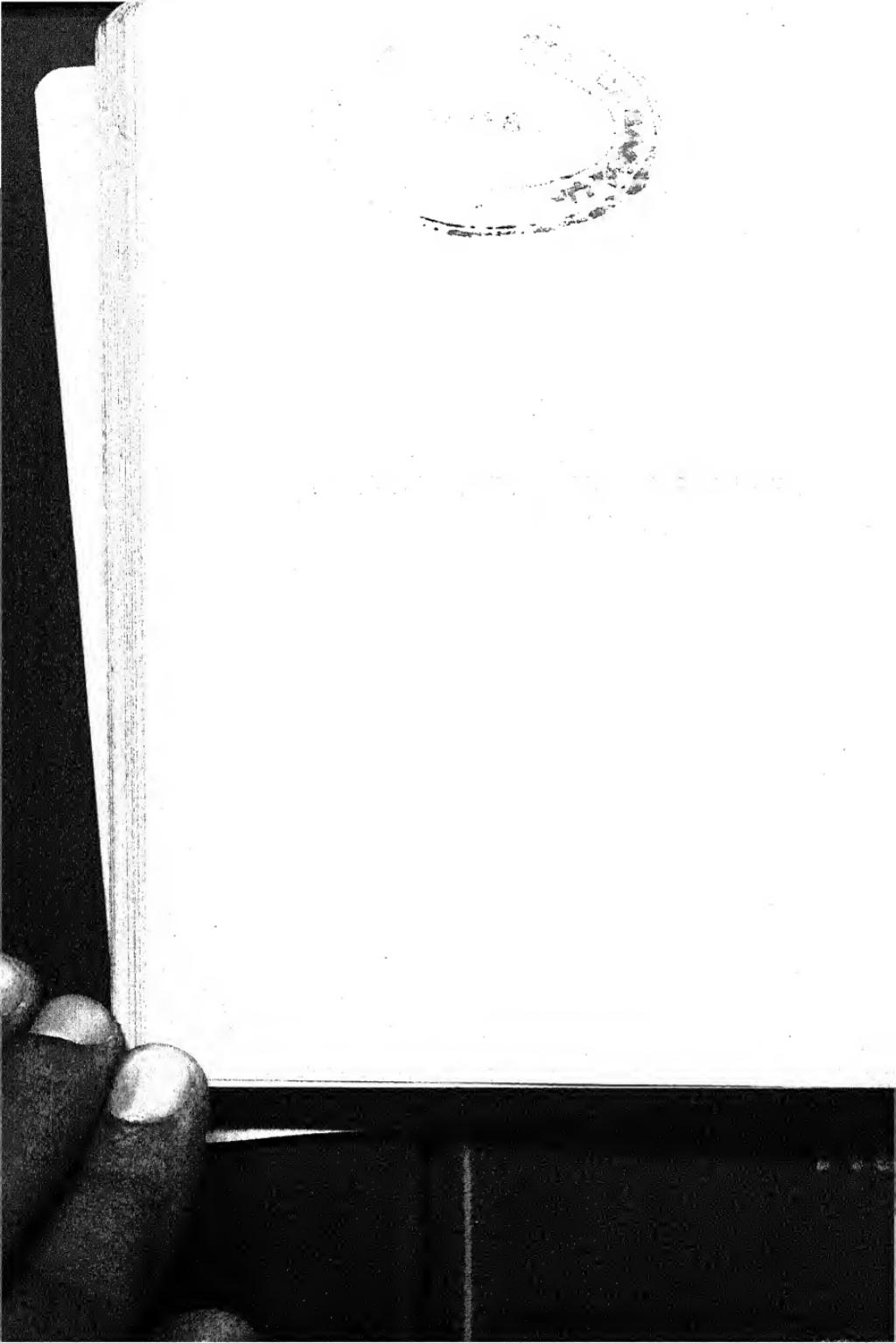
The Union is constituted by an international Convention (in autumn 1935 there were thirty contracting States), and its object is to render first aid to populations that have suffered from some natural calamity (e.g., flood or earthquake) of such gravity that it cannot be dealt with solely by the resources of the country concerned. In such cases, the Union affords the machinery and resources for co-ordinating whatever international assistance may be forthcoming. Every State Member of the Union contributes to the formation of an initial fund at the rate of 700 Swiss francs for each unit of its annual contribution to the League (the number of units ranges from 1 to 105). The Union is also authorised to receive private and voluntary contributions. States may be represented in the Union by their national Red Cross. The organs

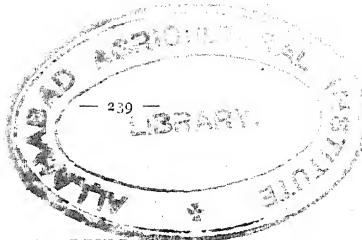


of the Union are a General Council and an Executive Committee (appointed by the General Council) which reports annually on its activities to the Secretary-General of the League. The Union has its seat at the seat of the League of Nations—viz., 122, rue de Lausanne, Geneva. The Convention came into force on September 28th, 1932. The central and permanent service of the Union is provided for jointly by the International Red Cross Committee and the League of Red Cross Societies.

PART V

**RELATIONS WITH THE OUTSIDE
WORLD**





I. PUBLICITY

The High Contracting Parties, in order to promote international co-operation and to achieve international peace and security

by the prescription of open, just and honourable relations between nations agree to this Covenant of the League of Nations. (Preamble, Covenant.)

Effect has been given to this portion of the preamble by ensuring the maximum of publicity for the conduct of League affairs, in order to enable public opinion to exercise its influence as a controlling force. The prime importance of public opinion in making the League function successfully has been emphasised repeatedly in the Assembly and Council of the League.

The maximum of publicity in the League is ensured by :

- (1) The meeting in public, as far as possible, of the Council, Assembly and committees and conferences of the League;
- (2) The publication of the Minutes of League meetings and of all League reports and other documents (the chief accounts of League proceedings are reprinted in the *Official Journal*, which appears monthly);
- (3) The publication of an annual report by the Secretary-General on the work accomplished by the League in the preceding year;
- (4) The obligation to register all treaties with the Secretariat (Article 18 of the Covenant), and the publication of all such treaties (see page 53);

(5) The collection and publication, by various sections of the Secretariat, of international data in periodicals, such as the *Armaments Year-Book*, the *Statistical Year-Book of the Trade in Arms and Ammunition*, *Bulletin of Information on the Work of International Organisations*, *Quarterly Bulletin of the Health Organisation*, *Epidemiological Report*, *Educational Review*, *Collection of Treaties*, *Weekly Epidemiological Report*, and in a number of special memoranda on particular subjects;

(6) The publication by the Economic Intelligence Service, which is attached to the Financial Section, of the following studies, all appearing in the course of the year :

(a) Statistical documents, such as the *League of Nations Statistical Year-Book*, the *Monthly Statistical Bulletin* and *Foreign Trade Statistics*;

(b) A series of studies dealing with the following aspects of the world economic situation : production, trade, balances of payments and commercial banks;

(7) The publications of the Information Section (see page 242);

(8) The wide facilities given to the Press.

In 1932, the Assembly considered the problem of the diffusion of false news calculated to disturb international peace and the good understanding between nations. It took occasion to emphasise once more the attitude of the League towards the question of publicity in the following terms :

The Assembly,

Advocates the fullest possible publicity for League meetings;
Commends to the sympathetic consideration of the Chairmen of all Committees of the League of Nations the earlier and more complete distribution of documents;

Desires that the Secretariat should continue to devote its attention to the development, by all the means at its disposal, of the swift supply to the Press of the fullest possible information concerning the work of the League of Nations.

The League's printing bill in 1934 amounted to 636,508 Swiss francs. League publications which appear in English and French are supplied free, but in limited numbers, to the Member Governments, to the Press, and to various private institutions and persons who are active in making the work of the League known to the public.

II. THE SALES DEPARTMENT. CATALOGUES

The League Secretariat has a special Sales Department for its publications, with agents in almost every country in the world. In 1934, the Sales Department sold League publications to the value of 201,120 Swiss francs. It publishes and keeps up to date a catalogue of League publications, which is sent on application by the Publications Department of the Secretariat.

The Secretariat Library also issues a brief guide to League publications, which is sent on demand.

III. THE PRESS

One hundred and eleven journalists of thirty-five different countries were permanently accredited to the League in 1935. This number swells to three or four hundred during meetings of the Assembly and Council and big League conferences. The Secretariat issued 600 Press cards for the Disarmament Conference during 1932. Practically every big agency and newspaper in the world is represented on these occasions (twenty-five agencies are permanently represented at Geneva).

An association of journalists accredited to the League was established in 1921 (offices: 107, rue de Lausanne, Geneva). This Association now has 186 members, and, among its other functions, represents the professional interests of the members in their dealings with the League.

IV. THE INFORMATION SECTION

The Secretariat includes an Information Section to supply news and keep in touch with the Press.

The Section issues regular communiqués (more than 7,500 have so far appeared), explanatory articles on current subjects concerning the League's work, a *Monthly Summary* (in Czech, English, French, German, Italian and Spanish), pamphlets on various aspects of the League's organisation and work.¹ In 1930, it published a book entitled *Ten Years of International Co-operation*, with a preface by Sir Eric Drummond, the first Secretary-General. To this volume was added at the end of 1935 another entitled *The Aims, Methods and Activity of the League of Nations*, for the purpose of supplying the public with general information as to the League's activities. A publication entitled *News for Overseas* in English, French and Spanish is issued every two months for countries outside Europe.

The Section arranges every Saturday evening and Monday morning for the broadcasting from Radio-Nations Station of a report on the League's work. The broadcast is in French, English and Spanish and is specially intended for overseas countries. News and information as to the League's activity (see page 244) are sent out by radio-telegram to Governments every Friday, also in French, English and Spanish.

The Section also contains a department concerned with photographs, films and lantern slides.

BRANCH OFFICES

The Secretariat has branch offices in London (16, Northumberland Avenue, W.C.2), Paris (35, rue Vernet), Rome (Villa

¹ The following publications in the series entitled *League of Nations Questions* have recently been issued: (1) The Saar Plebiscite; (2) Facts and Figures, Production, Trade and Prices To-day; (3) The Economic Interdependence of States; (4) Nutrition considered in relation to Public Health and to Economic Conditions; (5) The Assyrian Refugees; a Work of Humanity and Appeasement.

Aldobrandini, via Panisperna, 28), Tokio (Marunouchi, C. 13) and Bombay (Improvement Trust Building, Esplanade Road), and also corresponding members in a number of countries, especially in Latin America (at La Paz, Bolivia; Santiago, Chile; Bogotá, Colombia; Mexico City, Mexico; Asunción, Paraguay), and at The Hague (Netherlands).

V. LIAISON WITH PRIVATE ORGANISATIONS

The Secretariat keeps in constant touch with a number of private national and international organisations interested in some or all of the aspects of the League's work. These private organisations do much to promote the humanitarian and technical work of the League. An official of the Secretariat is sent to their congresses and conferences whenever necessary.

The League and its meetings, as well as the facilities afforded by the Library, are being to an increasing extent made the occasion for visits to Geneva by private persons prominent in various branches of national life, who find that the League's work bears upon some particular activity in which they are interested.

TEMPORARY COLLABORATORS

The Assembly has voted a credit for the Information Section enabling it to bring to Geneva every year some twenty or thirty temporary collaborators, in order to give them an insight into the organisation and work of the League in general, or enable them to take up the study of some particular problem. Between 1926 and 1935, 242 temporary collaborators, from 52 countries and belonging to very different professions and social classes, had studied at Geneva.

VI. THE LIBRARY

The Library specialises in books and documents concerning every aspect of international relations and the works of the League. It has become a research centre for the organs of the

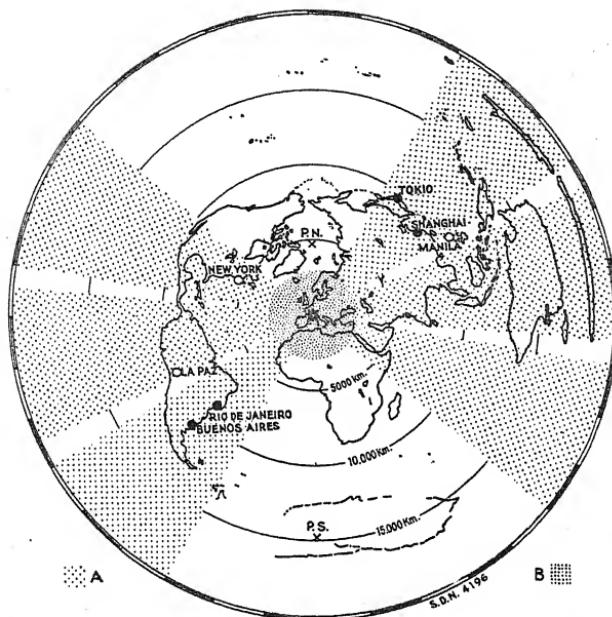


League, for delegates and for experts, as well as for specialists, students, journalists and educationists concerned with international relations. The Library has special information departments to answer all questions concerning the material it possesses on legal, political, economic and financial questions. It contains about 180,000 volumes, including one of the most complete collections in Europe of official publications from all countries of the world. It also issues various bibliographical publications. These include the *Monthly List of Selected Articles*, taken from something like 1,500 periodicals and dealing with various international activities germane to the work of the League of Nations; the *Chronology of International Treaties and Legislative Measures*, based upon the official gazettes of almost all the countries of the world, which gives a reliable idea of day-to-day developments in law, and particularly international law; also a *Fortnightly Survey of Political Events*. The generous gift of 2,000,000 dollars by Mr. J. D. Rockefeller, Jr., has made it possible to develop the equipment and services of the Library.

The Library is open from 9 a.m. to 1 p.m., and from 2 p.m. to 6 p.m., but only to persons studying matters connected with the League's work. Such persons can obtain a card of admission on written application to the Librarian.

VII. RADIO-NATIONS

Since February 2nd, 1932, the League has had a wireless station at Prangins, near Geneva. The station is available in normal times for League requirements, and in an emergency would provide the League with independent means of communication. It is called Radio-Nations and is installed on land and in buildings belonging to the Société Radio-Suisse. There is a central telegraph office, and a long-wave transmitter erected by and belonging to Radio-Suisse, for communications with European countries; there is also a short-wave station with two transmitters of 20 kw. in the aerial, working on a directional (beam) and a non-directional system; also a



RADIUS OF RECEPTION FROM RADIO-NATIONS

and stations with which it is in regular or occasional communication. Transmission from Radio-Nations may be heard by almost all stations in the world.

- A. Areas reached by beam wireless.
- B. Range of good reception from European transmitter.

(Map of the world : 1 : 250,000,000, projection with Geneva as centre.)

receiving station at Colovrex capable of picking up communications from most stations in the world by directional and non-directional receiving aerials. The total cost of the installation was about 4 million Swiss francs, of which 2,400,000 francs was borne by the League.

Radio-Nations station is normally worked by the Société Radio-Suisse, but in time of emergency it is placed wholly under the League.¹ At ordinary times the short-wave station is used for official communication with South America and the Far East. It broadcasts important documents and enables direct contact to be maintained between the delegations of certain European countries and their Governments or with public opinion at home. It also maintains radio-telegraphic communication with the Argentine, Brazil, China and Japan, and is sometimes used for wireless telephone conversations with North America, South America, China and Japan. Since September 25th, 1932, there have been broadcast talks on the work of the League each Saturday, and other official information as occasion arises. The regular Saturday broadcasts are given in English from 11.30 to 11.45 p.m., in French from 11.45 p.m. to midnight, and in Spanish from midnight to 12.15 a.m. (Central European time), on wave-lengths 38.48 metres and 31.27 metres.²

The station also despatches :

(1) Weekly radio-telegrams of less than 400 words, in Morse, to give news and information to Governments regarding the League's work. Where a Government considers that the contents of such telegrams may be used by the Press of the country, it is for such Government to take such steps as it thinks fit to ensure their publication by Press bureaux or agencies.

¹ See also : " Communications at Times of Emergency ", page 98.

² The Carnegie Foundation has awarded the Wateler Peace Prize for 1935 to the League of Nations to enable it to develop its broadcasting service and in recognition of the good work done by the service in the endeavour to bring nations to realise fully the possibilities of international co-operation.

The telegrams are transmitted in French on Fridays between 8 and 9 a.m. G.M.T., by station HBG (71 kilocycles, wavelength 4,225 metres), and in English and Spanish successively on Fridays between 11 p.m. and midnight G.M.T. by stations HBP (7797 kilocycles, wavelength 38.47 metres) and HBL (9,345 kilocycles, wavelength 31.27 metres). The Information Section has charge of this service.

(2) On certain occasions, radio-telegrams for the transmission of such official documents as the Secretary-General desires to bring to the knowledge of Governments by way of preliminary information.

This transmission is carried out as follows:

- (a) By Radio-Suisse station, on medium waves, beginning at 10 p.m. G.M.T. Call HBG, wavelength 4,225 metres or 71 kilocycles. Speed 20 to 25 words per minute.
- (b) By Radio-Nations station on short waves, beginning at midnight G.M.T. on two transmitters, Calls HBL and HBP. Wavelengths 32.10 metres (9345 kilocycles) and 38.47 metres (7797 kilocycles). Speed 20 to 25 words per minute.

Special transmissions are organised for exceptionally long documents. The hours and wavelengths for these are announced to Governments during the regular wireless telegraph transmission.

VIII. BUILDINGS OF THE LEAGUE OF NATIONS

The buildings and other property occupied by the League or its officials or by representatives attending its meetings shall be inviolable. (Art. 7, para. 5, Covenant.)

The Secretariat first of all occupied in London, in 1919, Sunderland House, Curzon Street, the former residence of the Duke of Malborough.

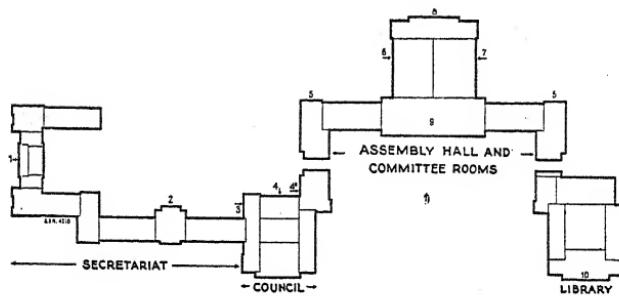
In October 1920, the Secretariat was transferred to Geneva, where it took over the former Hôtel National. Later on, the League acquired other premises in the vicinity for the use of certain of its services.

From 1920 to 1925, the meetings of the Assembly were held in the Salle de la Réformation, Geneva.

Since September 1930, these meetings have taken place in the Salle du Conseil Général. Certain meetings of the Special Assembly summoned to deal with the Sino-Japanese dispute in 1932 and 1933 were, however, held in the building placed at the disposal of the League by the Republic and Canton of Geneva for the purpose of the Disarmament Conference. This building is adjacent to the Secretariat.

The meetings of the Council generally take place in the Secretariat building.

THE NEW LEAGUE OF NATIONS BUILDINGS



1. Entrance to Secretariat.
2. Central Hall of Secretariat.
3. Entrance for Press to Council Room.
4. Delegates' entrance.
- 4a. Public entry to Council Room.
5. Public entry to Committee Room.
6. Public entry to Assembly Hall.
7. Entrance for Press to Assembly Hall.
8. Delegates' entrance.
9. Lobby.
10. Principal entrance to Library
11. Terrace.

In 1924, the Assembly decided to erect new buildings for the Assembly and Secretariat. The plans prepared by the architects selected by the Council as the result of an international competition had subsequently to be modified, as in the meantime Mr. John D. Rockefeller had given 2,000,000 dollars to build a library.

The foundation-stone of the League buildings was laid in 1929 in the Ariana Park, and on November 6th, 1933, a sapling decorated with coloured ribbons was placed, in accordance with Swiss custom, upon the highest point of the edifice to mark the completion of the shell.

The Secretariat will move into the premises allotted to it in the early part of this year. Work on the rest of the building is being carried forward with a view to its completion during 1936-1937.

The League's new home consists of a series of buildings set aside for the Secretariat, Council, Committees, Assembly and Library (see plan), which, although separate, are so connected as to form a whole.

The covered area is 18,000 square metres and the total capacity of the various buildings is in the neighbourhood of 440,000 cubic metres, which means that the new buildings are of very much the same dimensions as the Palace of Versailles.

The Assembly Hall is 20 metres high and will hold about 2,000 persons.

To provide for interior decoration, various gifts in kind have been made by the Governments of the Member States.

The employees who took part in the constructional work belonged to some ten different nationalities.

The amount set aside for the construction of the new buildings (as approved by the Assembly in 1932) amounted to 25,577,150 Swiss francs. In 1935, the Assembly voted a further sum of 3,534,682 Swiss francs for fixtures, outside work, lighting, etc.

Information as to the hours and conditions of visiting the building will be given at the porter's lodge, Principal Entrance to the Secretariat.



IX. SPECIAL STAMPS

Since May 1922, the official correspondence of the Secretariat and of the International Labour Office has been stamped by the Swiss Federal Postal authorities with ordinary Swiss stamps overprinted respectively with the words "Société des Nations" and "S.d.N. Bureau international du Travail". These stamps are only offered for sale with the postmarks.

During the session of the Council held at Lugano from December 10th to 15th, 1928, the ordinary Swiss stamps were overprinted with the words "Conseil de la Société des Nations à Lugano".

During the session of the Council in Madrid, June 11th to 15th, 1929, Spanish stamps were used with an overprint similar to that used at the Council meeting at Lugano.

In February 1932, a special commemorative stamp issued by the Swiss Federal authorities for the Disarmament Conference, and overprinted with the words "Société des Nations", was used for the official correspondence of the Secretariat.

Similar stamps, but without the overprint, were sold to the public for use on ordinary correspondence.

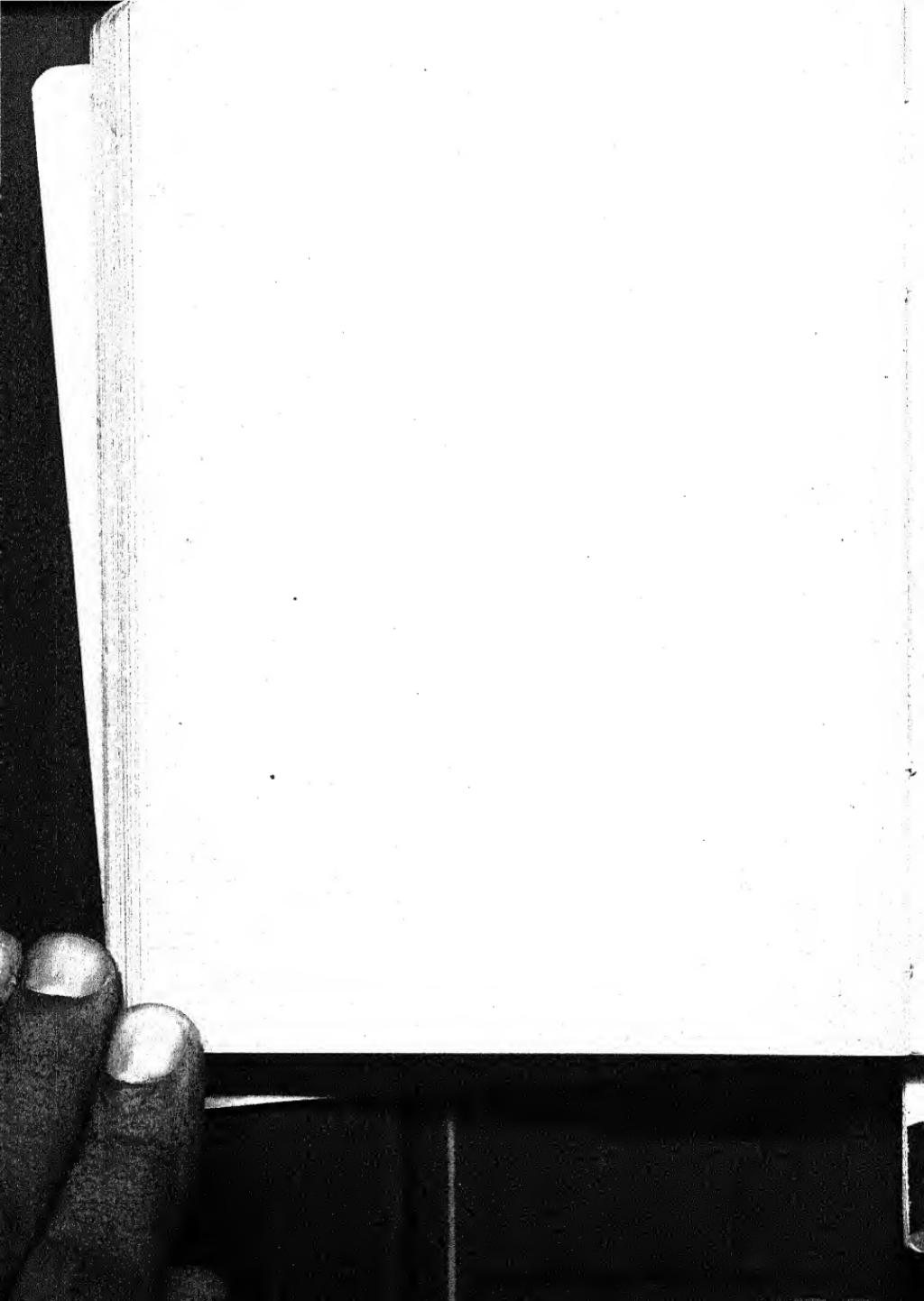
The Netherlands Postal and Telegraphic Administration has since January 1934 been issuing stamps surcharged with the inscription "Cour permanente de Justice internationale" in gold, for use on the Court's official correspondence. Stamps bearing this surcharge can only be obtained from the Dutch Post Office after being postmarked.

In conformity with recommendations made by the Inter-Governmental Advisory Commission for Refugees and endorsed by the Council of the League in May 1935, the Norwegian Government has just made a special issue of four postage stamps bearing a surcharge in favour of the funds of the Nansen Office. The issue consists of four stamps of a value of 10, 15, 20 and 30 öre, each bearing the portrait of Dr. Fridtjof Nansen, the famous explorer and the first League High Commissioner for Refugees. These stamps, which are respectively green, brown, red and blue in colour, each carry a surcharge of 10 öre in favour of the funds of the Nansen Office, as well as the inscription "Office international Nansen pour les réfugiés".

The French Government has just notified its intention of making in the spring an issue of a special postage stamp, of the value of 75 centimes, carrying a surcharge of 50 centimes, of which a portion will be reserved for the benefit of the funds of the Nansen Office.

PART VI
ANNEXES





I. THE COVENANT OF THE LEAGUE OF NATIONS¹

THE HIGH CONTRACTING PARTIES,

In order to promote international co-operation and to achieve international peace and security

- by the acceptance of obligations not to resort to war,
- by the prescription of open, just and honourable relations between nations,
- by the firm establishment of the understandings of international law as the actual rule of conduct among Governments,
- and by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another,

Agree to this Covenant of the League of Nations.

ARTICLE I.

1. The original Members of the League of Nations shall be those of the Signatories which are named in the Annex to this Covenant and also such of those other States named in the Annex as shall accede without reservation to this

¹ Text numbered in conformity with the resolution adopted by the seventh ordinary session of the Assembly on September 16th, 1926, and containing Article 6 as amended, in force since August 13th, 1924, Articles 12, 13 and 15 as amended, in force since September 26th, 1924, and Article 4 as amended, in force since July 29th, 1926. The texts printed in italics indicate the amendments.



Covenant. Such accession shall be effected by a Declaration deposited with the Secretariat within two months of the coming into force of the Covenant. Notice thereof shall be sent to all other Members of the League.

2. Any fully self-governing State, Dominion or Colony not named in the Annex may become a Member of the League if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments.

3. Any Member of the League may, after two years' notice of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal.

ARTICLE 2.

The action of the League under this Covenant shall be effected through the instrumentality of an Assembly and of a Council, with a permanent Secretariat.

ARTICLE 3.

1. The Assembly shall consist of Representatives of the Members of the League.

2. The Assembly shall meet at stated intervals and from time to time as occasion may require at the Seat of the League or at such other place as may be decided upon.

3. The Assembly may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.

4. At meetings of the Assembly, each Member of the League shall have one vote, and may have not more than three Representatives.

ARTICLE 4.

1. The Council shall consist of Representatives of the Principal Allied and Associated Powers, together with Representatives of four other Members of the League. These four Members of the League shall be selected by the Assembly from time to time in its discretion. Until the appointment of the Representatives of the four Members of the League first selected by the Assembly, Representatives of Belgium, Brazil, Spain and Greece shall be members of the Council.

2. With the approval of the majority of the Assembly, the Council may name additional Members of the League whose Representatives shall always be Members of the Council; the Council with like approval may increase the number of Members of the League to be selected by the Assembly for representation on the Council.

2bis. The Assembly shall fix by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council, and particularly such regulations as relate to their term of office and the conditions of re-eligibility..

3. The Council shall meet from time to time as occasion may require, and at least once a year, at the Seat of the League, or at such other place as may be decided upon.

4. The Council may deal at its meetings with any matter within the sphere of action of the League or affecting the peace of the world.

5. Any Member of the League not represented on the Council shall be invited to send a Representative to sit as a member at any meeting of the Council during the consideration of matters specially affecting the interests of that Member of the League.

6. At meetings of the Council, each Member of the League represented on the Council shall have one vote, and may have not more than one Representative.

ARTICLE 5.

1. Except where otherwise expressly provided in this Covenant or by the terms of the present Treaty, decisions at any meeting of the Assembly or of the Council, shall require the agreement of all the Members of the League represented at the meeting.

2. All matters of procedure at meetings of the Assembly or of the Council, including the appointment of Committees to investigate particular matters, shall be regulated by the Assembly or by the Council and may be decided by a majority of the Members of the League represented at the meeting.

3. The first meeting of the Assembly and the first meeting of the Council shall be summoned by the President of the United States of America.

ARTICLE 6.

1. The permanent Secretariat shall be established at the Seat of the League. The Secretariat shall comprise a Secretary-General and such secretaries and staff as may be required.

2. The first Secretary-General shall be the person named in the Annex; thereafter the Secretary-General shall be appointed by the Council with the approval of the majority of the Assembly.

3. The secretaries and staff of the Secretariat shall be appointed by the Secretary-General with the approval of the Council.

4. The Secretary-General shall act in that capacity at all meetings of the Assembly and of the Council.

5. *The expenses of the League shall be borne by the Members of the League in the proportion decided by the Assembly.*

ARTICLE 7.

1. The Seat of the League is established at Geneva.
2. The Council may at any time decide that the Seat of the League shall be established elsewhere.
3. All positions under or in connection with the League, including the Secretariat, shall be open equally to men and women.
4. Representatives of the Members of the League and officials of the League when engaged on the business of the League shall enjoy diplomatic privileges and immunities.
5. The buildings and other property occupied by the League or its officials or by Representatives attending its meetings shall be inviolable.

ARTICLE 8.

1. The Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations.
2. The Council, taking account of the geographical situation and circumstances of each State, shall formulate plans for such reduction for the consideration and action of the several Governments.
3. Such plans shall be subject to reconsideration and revision at least every ten years.
4. After these plans have been adopted by the several Governments, the limits of armaments therein fixed shall not be exceeded without the concurrence of the Council.
5. The Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objections. The Council shall advise how the evil effects attendant upon such manufacture can be prevented,

due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety.

6. The Members of the League undertake to interchange full and frank information as to the scale of their armaments, their military, naval and air programmes and the condition of such of their industries as are adaptable to warlike purposes.

ARTICLE 9.

A permanent Commission shall be constituted to advise the Council on the execution of the provisions of Articles 1 and 8 and on military, naval and air questions generally.

ARTICLE 10.

The Members of the League undertake to respect and preserve as against external aggression the territorial integrity and existing political independence of all Members of the League. In case of any such aggression or in case of any threat or danger of such aggression, the Council shall advise upon the means by which this obligation shall be fulfilled.

ARTICLE 11.

1. Any war or threat of war, whether immediately affecting any of the Members of the League or not, is hereby declared a matter of concern to the whole League, and the League shall take any action that may be deemed wise and effectual to safeguard the peace of nations. In case any such emergency should arise, the Secretary-General shall, on the request of any Member of the League, forthwith summon a meeting of the Council.

2. It is also declared to be the friendly right of each Member of the League to bring to the attention of the Assembly or

of the Council any circumstance whatever affecting international relations which threatens to disturb international peace or the good understanding between nations upon which peace depends.

ARTICLE 12.

1. The Members of the League agree that if there should arise between them any dispute likely to lead to a rupture they will submit the matter either to arbitration or *judicial settlement* or to enquiry by the Council, and they agree in no case to resort to war until three months after the award by the arbitrators or the *judicial decision* or the report by the Council.

2. In any case under this Article the award of the arbitrators or the *judicial decision* shall be made within a reasonable time, and the report of the Council shall be made within six months after the submission of the dispute.

ARTICLE 13.

1. The Members of the League agree that whenever any dispute shall arise between them which they recognise to be suitable for submission to arbitration or *judicial settlement*, and which cannot be satisfactorily settled by diplomacy, they will submit the whole subject-matter to arbitration or *judicial settlement*.

2. Disputes as to the interpretation of a treaty, as to any question of international law, as to the existence of any fact which, if established, would constitute a breach of any international obligation, or as to the extent and nature of the reparation to be made for any such breach, are declared to be among those which are generally suitable for submission to arbitration or *judicial settlement*.

3. For the consideration of any such dispute, the court to which the case is referred shall be the Permanent Court of International Justice, established in accordance with Article 14, or



any tribunal agreed on by the parties to the dispute or stipulated in any convention existing between them.

4. The Members of the League agree that they will carry out in full good faith any award *or decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award *or decision*, the Council shall propose what steps should be taken to give effect thereto.

ARTICLE 14.

The Council shall formulate and submit to the Members of the League for adoption plans for the establishment of a Permanent Court of International Justice. The Court shall be competent to hear and determine any dispute of an international character which the parties thereto submit to it. The Court may also give an advisory opinion upon any dispute or question referred to it by the Council or by the Assembly.

ARTICLE 15.

1. If there should arise between Members of the League any dispute likely to lead to a rupture, which is not submitted to arbitration *or judicial settlement* in accordance with Article 13, the Members of the League agree that they will submit the matter to the Council. Any party to the dispute may effect such submission by giving notice of the existence of the dispute to the Secretary-General, who will make all necessary arrangements for a full investigation and consideration thereof.

2. For this purpose, the parties to the dispute will communicate to the Secretary-General, as promptly as possible, statements of their case with all the relevant facts and papers, and the Council may forthwith direct the publication thereof.

3. The Council shall endeavour to effect a settlement of the dispute, and if such efforts are successful, a statement shall be made public giving such facts and explanations regarding the dispute and the terms of settlement thereof as the Council may deem appropriate.

4. If the dispute is not thus settled, the Council either unanimously or by a majority vote shall make and publish a report containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.

5. Any Member of the League represented on the Council may make public a statement of the facts of the dispute and of its conclusions regarding the same.

6. If a report by the Council is unanimously agreed to by the members thereof other than the Representatives of one or more of the parties to the dispute, the Members of the League agree that they will not go to war with any party to the dispute which complies with the recommendations of the report.

7. If the Council fails to reach a report which is unanimously agreed to by the members thereof, other than the Representatives of one or more of the parties to the dispute, the Members of the League reserve to themselves the right to take such action as they shall consider necessary for the maintenance of right and justice.

8. If the dispute between the parties is claimed by one of them, and is found by the Council, to arise out of a matter which by international law is solely within the domestic jurisdiction of that party, the Council shall so report, and shall make no recommendation as to its settlement.

9. The Council may in any case under this Article refer the dispute to the Assembly. The dispute shall be so referred at the request of either party to the dispute provided that such request be made within fourteen days after the submission of the dispute to the Council.

10. In any case referred to the Assembly, all the provisions of this Article and of Article 12 relating to the action and powers of the Council shall apply to the action and powers of the Assembly, provided that a report made by the Assembly, if concurred in by the Representatives of those Members of the League represented on the Council and of a majority of the other Members of the League, exclusive in each case of the Representatives of the parties to the dispute, shall have the same force as a report by the Council concurred in by all the members thereof other than the Representatives of one or more of the parties to the dispute.

ARTICLE 16.

1. Should any Member of the League resort to war in disregard of its covenants under Articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other Members of the League, which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition of all intercourse between their nationals and the nationals of the Covenant-breaking State, and the prevention of all financial, commercial or personal intercourse between the nationals of the covenant-breaking State and the nationals of any other State, whether a Member of the League or not.

2. It shall be the duty of the Council in such case to recommend to the several Governments concerned what effective military, naval or air force the Members of the League shall severally contribute to the armed forces to be used to protect the covenants of the League.

3. The Members of the League agree, further, that they will mutually support one another in the financial and economic measures which are taken under this Article, in order to minimise the loss and inconvenience resulting from the above measures, and that they will mutually support one

another in resisting any special measures aimed at one of their number by the covenant-breaking State, and that they will take the necessary steps to afford passage through their territory to the forces of any of the Members of the League which are co-operating to protect the covenants of the League.

4. Any Member of the League which has violated any covenant of the League may be declared to be no longer a Member of the League by a vote of the Council concurred in by the Representatives of all the other Members of the League represented thereon.

ARTICLE 17.

1. In the event of a dispute between a Member of the League and a State which is not a member of the League, or between States not members of the League, the State or States not members of the League shall be invited to accept the obligations of membership in the League for the purposes of such dispute, upon such conditions as the Council may deem just. If such invitation is accepted, the provisions of Articles 12 to 16 inclusive shall be applied with such modifications as may be deemed necessary by the Council.

2. Upon such invitation being given, the Council shall immediately institute an enquiry into the circumstances of the dispute and recommend such action as may seem best and most effectual in the circumstances.

3. If a State so invited shall refuse to accept the obligations of membership in the League for the purposes of such dispute, and shall resort to war against a Member of the League, the provisions of Article 16 shall be applicable as against the State taking such action.

4. If both parties to the dispute when so invited refuse to accept the obligations of membership in the League for

the purposes of such dispute, the Council may take such measures and make such recommendations as will prevent hostilities and will result in the settlement of the dispute.

ARTICLE 18.

Every treaty or international engagement entered into hereafter by any Member of the League shall be forthwith registered with the Secretariat and shall as soon as possible be published by it. No such treaty or international engagement shall be binding until so registered.

ARTICLE 19.

The Assembly may from time to time advise the reconsideration by Members of the League of treaties which have become inapplicable and the consideration of international conditions whose continuance might endanger the peace of the world.

ARTICLE 20.

1. The Members of the League severally agree that this Covenant is accepted as abrogating all obligations or understandings *inter se* which are inconsistent with the terms thereof, and solemnly undertake that they will not hereafter enter into any engagements inconsistent with the terms thereof.

2. In case any Member of the League shall, before becoming a Member of the League, have undertaken any obligations inconsistent with the terms of this Covenant, it shall be the duty of such Member to take immediate steps to procure its release from such obligations.

ARTICLE 21.

Nothing in this Covenant shall be deemed to affect the validity of international engagements, such as treaties of arbitration or regional understandings like the Monroe doctrine, for securing the maintenance of peace.

ARTICLE 22.

1. To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilisation and that securities for the performance of this trust should be embodied in this Covenant.

2. The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who, by reason of their resources, their experience or their geographical position, can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League.

3. The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances.

4. Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognised subject to the rendering of administrative advice and



assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory.

5. Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion, subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League.

6. There are territories, such as South West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilisation, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws of the Mandatory as integral portions of its territory, subject to the safeguards above mentioned in the interests of the indigenous population.

7. In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge.

8. The degree of authority, control or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council.

9. A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates.

ARTICLE 23.

Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League :

- (a) will endeavour to secure and maintain fair and humane conditions of labour for men, women and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and for that purpose will establish and maintain the necessary international organisations;
- (b) undertake to secure just treatment of the native inhabitants of territories under their control;
- (c) will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children, and the traffic in opium and other dangerous drugs;
- (d) will entrust the League with the general supervision of the trade in arms and ammunition with the countries in which the control of this traffic is necessary in the common interest;
- (e) will make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all Members of the League. In this connection, the special necessities of the regions devastated during the war of 1914-1918 shall be borne in mind;
- (f) will endeavour to take steps in matters of international concern for the prevention and control of disease.

ARTICLE 24.

- 1. There shall be placed under the direction of the League the international bureaux already established by general



treaties if the parties to such treaties consent. All such international bureaux and all commissions for the regulation of matters of international interest hereafter constituted shall be placed under the direction of the League.

2. In all matters of international interest which are regulated by general conventions but which are not placed under the control of international bureaux or commissions, the Secretariat of the League shall, subject to the consent of the Council and if desired by the parties, collect and distribute all relevant information and shall render any other assistance which may be necessary or desirable.

3. The Council may include as part of the expenses of the Secretariat the expenses of any bureau or commission which is placed under the direction of the League.

ARTICLE 25.

The Members of the League agree to encourage and promote the establishment and co-operation of duly authorised voluntary national Red Cross organisations having as purposes the improvement of health, the prevention of disease and the mitigation of suffering throughout the world.

ARTICLE 26.

1. Amendments to this Covenant will take effect when ratified by the Members of the League whose Representatives compose the Council and by a majority of the Members of the League whose Representatives compose the Assembly.

2. No such amendments shall bind any Member of the League which signifies its dissent therefrom, but in that case it shall cease to be a Member of the League.

ANNEX TO THE COVENANT

*I. Original Members of the League of Nations,
Signatories of the Treaty of Peace.*

United States of America.	Haiti.
Belgium.	Hejaz.
Bolivia.	Honduras.
Brazil.	Italy.
British Empire.	Japan.
Canada.	Liberia.
Australia.	Nicaragua.
South Africa.	Panama.
New Zealand.	Peru.
India.	Poland.
China.	Portugal.
Cuba.	Roumania.
Ecuador.	Serb-Croat-Slovene State.
France.	Siam.
Greece.	Czechoslovakia.
Guatemala.	Uruguay.

States invited to accede to the Covenant.

Argentine Republic.	Persia.
Chile.	Salvador.
Colombia.	Spain.
Denmark.	Sweden.
Netherlands.	Switzerland.
Norway.	Venezuela.
Paraguay.	

II. First Secretary-General of the League of Nations.

The Hon. Sir James Eric Drummond, K.C.M.G., C.B.

II. HISTORICAL SUMMARY

1918

Jan. 8th.

President Wilson, in his message, formulates the fourteen points to serve as the basis for world peace. Point 14 says : "A general association of nations should be formed on the basis of covenants designed to create mutual guarantees of the political independence and territorial integrity of States, large and small equally".

1919

Jan. 25th.

The Peace Conference, meeting in plenary session, accepts the proposals for the creation of a League of Nations.

Jan. 27th.

Election of a Committee to draft a Covenant. The Peace Conference unanimously adopts the draft Covenant on the motion of the President of the United States of America.

Apr. 28th.

Sir Eric Drummond presents a memorandum on the working of administrative services. At the same time, the Secretariat is set up in London.

June 10th.

Signature of the Treaty of Versailles: Part I, Articles 1 to 26, of this and the other Peace Treaties contains the Covenant of the League of Nations (Germany).

June 28th.

Sept. 10th. Signature of the Treaty of St. Germain (Austria).
Nov. 27th. Signature of the Treaty of Neuilly (Bulgaria).

1920

Jan. 10th. Entry into force of the Versailles Peace Treaty and of the Covenant of the League of Nations.
Jan. 16th. First session of the Council of the League in Paris.
Feb. 13th. Council accepts the duties entrusted to it with regard to protection of minorities.
Apr. 13th-17th. International Health Conference, London.
June 4th. Signature of the Treaty of Trianon (Hungary).
June 16th. International Jurists' Committee for the creation of the Permanent Court of International Justice, The Hague.
June 24th. Entry into force of the Treaty of St. Germain.
Aug. 9th. Entry into force of the Treaty of Neuilly.
Sept. 24th. International Financial Conference, Brussels.
Oct. 11th-15th. International Committee of Statisticians, Paris.
Oct. 15th-21st. International Passport Conference, Paris.
Nov. 1st. The seat of the League of Nations is transferred from London to Geneva.
Nov. 15th. First ordinary Assembly of the League convened in Geneva by Mr. Woodrow Wilson, President of the United States of America. Forty-one States sent representatives.

Nov. 17th. Council nominates the Economic and Financial Committee, which, in 1921, divides itself into two committees, the Financial Committee and the Economic Committee.

Dec. 1st. Council approves the appointment of the Permanent Mandates Commission.

Dec. 13th. Assembly approves the draft Statute of the Permanent Court of International Justice.

Dec. 15th. Admission of Austria.

Dec. 16th. Admission of Bulgaria, Costa Rica, Finland and Luxemburg.

Dec. 17th. Admission of Albania.

1921

Mar. 10th. First General Conference on Communications and Transit, Barcelona.

June 30th. International Conference on the Traffic in Women and Children, Geneva.

July 26th. Entry into force of the Treaty of Trianon.

Aug. 22nd-24th. Conference for the Assistance of Russian Refugees, Geneva.

Sept. 2nd. Entry into force of the Statute of the Permanent Court of International Justice.

Sept. 22nd. Admission of Latvia, Lithuania and Estonia.

Oct. 10th-20th. Conference on the Neutralisation of the Åland Islands.

Nov. 23rd-26th. Germano-Polish Conference on Upper Silesia.

Dec. 12th-14th. International Conference on the Standardisation of Sera and Serological Tests, London.

1922

Jan. 22nd. First meeting of the Permanent Court of International Justice.

Feb. 14th-
May 15th. Germano-Polish Conference on Upper Silesia, Geneva.

Mar. 20th-28th. European Health Conference, Warsaw.

July 3rd-5th. Conference of Government Representatives on Identity Certificates for Russian Refugees, London.

Aug. 12th. First ordinary session of the Permanent Court of International Justice.

Sept. 18th. Admission of Hungary.

Sept. 25th. The number of members elected by the Assembly to the Council increased from four to six.

Sept. 25th-27th. Serology Conference, Geneva.

Oct. 4th. Signature at Geneva of Protocols relating to the financial reconstruction of Austria.

Nov. 15th-
Dec. 9th. Second General Conference on Communications and Transit, Geneva.

1923

May 16th-18th. Final Conference for the Exchange of Health Officers, Geneva.

June 15th-16th. Meeting of Experts on Bills of Exchange, The Hague.

July 19th-21st. Conference for the Standardisation of Biological Remedies, Edinburgh.

Aug. 31st. International Conference on Obscene Publications, Geneva.

Sept. 10th. Admission of the Irish Free State.

Sept. 19th. Conference on the Serodiagnosis of Syphilis.

Sept. 28th. Admission of Abyssinia.

Oct. 1st. Conference on Vital Statistics.

Oct. 15th-
Nov. 3rd. International Conference for the Unification of Customs Formalities, Geneva.

Nov. 20th-26th. Second Conference on the Standardisation of Sera and Serological Tests, Paris.

Dec. 27th. Final Conference for the Exchange of Health Officers.

1924

Mar. 14th. Signature at Geneva of Protocols relating to the financial reconstruction of Hungary.

July 17th-19th. Conference of Experts for the Exchange of Official Information.

Sept. 24th-27th. Conference on the Standardisation of Antidysenteric Serum.

Sept. 29th. Admission of the Dominican Republic.

Oct. 1st. Resolution of the Assembly opening the Protocol for the Pacific Settlement of International Disputes for signature by the States Members.

Nov. 3rd. First Opium Conference.

Nov. 17th. Second Opium Conference.

Dec. 24th. Notice given of the withdrawal of Costa Rica from membership of the League.

1925

Jan. 12th. First Opium Conference.
Jan. 19th. Second Opium Conference.
Feb. 4th-13th. International Health Conference, Singapore.
Mar. 1st. Opening of the Eastern Epidemiological Intelligence Centre at Singapore.
May 4th. Conference on the Traffic in Arms.
May 19th-22nd. International Conference on Sleeping-Sickness, London.
Sept. 3rd. Second International Conference for the Standardisation of Certain Medical Remedies and Methods of Diagnosis.
Nov. 20th-27th. European Conference on the Unification of Tonnage Measurement of Ships, Paris.
Dec. 14th. Deposit of the Locarno Agreements in the archives of the League.

1926

Jan. 16th. Inauguration of the International Institute of Intellectual Co-operation.
May 10th. International Health Conference, Paris.
May 12th-18th. Passport Conference.
May 18th. First meeting of the Preparatory Disarmament Commission at Geneva.
June 14th. Notice given of Brazil's withdrawal from membership of the League.

LIBRARY
BOOKS

Aug. 19th-21st. Meeting of Representatives of Information Bureaux.

Sept. 8th. Admission of Germany. Germany made a permanent member of the Council. The number of members elected by the Assembly to the Council increased from six to nine.

Sept. 8th. Notice given of Spain's withdrawal from membership of the League.

Sept. 25th. The Assembly adopts the Slavery Convention.

Oct. 11th-12th. Meeting of Representatives of Chalcographic Institutions.

Oct. 28th-30th. Meeting of Directors of Government Press Bureaux.

1927

Jan. 1st. Costa Rica ceases to be a Member of the League.

Jan. 14th-15th. Meeting of Representatives of Museums.

Jan. 17th-21st. Conference of Health Experts to deal with Child Welfare, Paris.

April 25th-30th. International Conference on Hydrophobia, Paris.

May 4th-23rd. International Economic Conference.

June 7th-11th. Conference of Health Experts to deal with Child Welfare, Montevideo.

July 4th-12th. Conference for the Creation of the International Relief Union.

Aug. 23rd. Third General Conference on Communications and Transit.

Aug. 24th-29th. International Conference of Press Experts.

Oct. 17th-
Nov. 8th. Diplomatic Conference on Import and Export Prohibitions and Restrictions.

Oct. 25th. Conference on Epidemiological Intelligence.

1928

Mar. 14th-17th. Conference on Export Prohibitions and Restrictions on Hides, Skins and Bones.

Mar. 22nd. The Spanish Government announces that it will continue to collaborate in the work of the League.

Apr. 17th-18th. Meeting of Directors of National Universities, Paris.

May 30th. Inauguration of the International Institute for the Unification of Private Law in Rome.

June 13th. Brazil ceases to be a Member of the League.

June 29th. Second International Conference on the Abolition of Export Prohibitions and Restrictions on Hides, Skins and Bones.

July 3rd-11th. Second Conference on the Abolition of Import and Export Prohibitions and Restrictions.

Sept. 5th. Inauguration of the International Educational Cinematographic Institute in Rome.

Sept. 26th. The eighth Assembly adopts the General Act for the Pacific Settlement of International Disputes.



Oct. 7th-14th. International Congress of Popular Arts, Prague.

Oct. 15th-18th. Technical Conference for the Study of Vaccination against Tuberculosis by means of BCG (Calmette-Guérin method).

Oct. 22nd-31st. General Meeting of Government Experts on Double Taxation and Tax Evasion.

Nov. 5th-7th. Second International Conference on Sleeping-Sickness, Paris.

Nov. 26th. International Conference on Economic Statistics.

1929

Apr. 9th-20th. International Conference on the Suppression of Counterfeiting Currency.

June 10th-14th. Conference on Transit Cards (to replace Passports) for Travelling Emigrants.

Aug. 16th. The General Act comes into force.

*Aug. 29th-
Sept. 11th.* Third International Conference for the Abolition of Export Prohibitions and Restrictions on Hides, Skins and Bones.

Sept. 4th-13th. Conference for the Revision of the Statute of the Permanent Court of International Justice.

Nov. 5th. International Conference on the Treatment of Foreigners, Paris.

Nov. 25th-29th. European Conference on the Transport of Newspapers and Periodicals.

Dec. 5th-20th. Third Conference on the Abolition of Import and Export Prohibitions and Restrictions.

1930

Feb. 17th. Preliminary Conference with a View to Concerted Economic Action.

Mar. 13th. Conference on the Codification of International Law, The Hague.

May 13th-
June 7th. International Conference for the Unification of Laws relating to Bills of Exchange, Promissory Notes and Cheques.

July 12th. Conference of Child Welfare Experts, Lima.

Aug. 4th-5th. Second Conference on the Laboratory Work on the Serodiagnosis of Syphilis, Copenhagen.

Sept. 23rd. First Session of the Commission of Enquiry for European Union.

Sept. 29th. The Assembly adopts the Convention for Financial Assistance to States Victims of Aggression.

Sept. 30th. Creation of the Nansen International Office for Refugees.

Oct. 27th. Conference on Rural Health Centres, Budapest.

Oct. 6th-23rd. Conference for the Unification of Systems of Buoyage and Lighting of Coasts, Lisbon.

Nov. 17th. Conference for the Unification of River Law.

Nov. 17th-19th. Second International Conference with a View to Concerted Economic Action.



1931

Feb. 23rd. International Conference for the Unification of Laws relating to Bills of Exchange, Promissory Notes and Cheques.

Feb. 23rd-25th. Conference for the Disposal of Cereal Stocks, Paris.

Feb. 26th-28th. Conference to study Methods of preventing Overproduction in Agriculture, Paris.

Mar. 4th-7th. Conference of Central Police Offices for the Suppression of Counterfeiting Currency.

Mar. 16th-18th. Second session of the International Conference with a View to Concerted Economic Action.

Mar. 16th-30th. European Conference on Road Traffic.

May 27th. Conference for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.

June 17th-20th. Meeting of Experts to discuss Immunisation against Diphtheria and Scarlet Fever, London.

International Conference on the Standardisation of Vitamins, London.

June 29th. Rural Hygiene Conference.

Sept. 8th. Admission of Mexico to the League.

Sept. 26th. The Assembly adopts a General Convention to improve the Means of preventing War.

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October 12th. Fourth General Conference on Communications and Transit.

Nov. 9th-27th. Conference for the Suppression of Opium-Smoking, Bangkok.

1932

Jan. 11th-14th. Conference of Government Press Bureaux and Press Representatives, Copenhagen.

Feb. 2nd. Opening of the League Wireless Station.

Mar. 3rd. Opening at Geneva of the Extraordinary Assembly called at the request of the Chinese Government to examine the Sino-Japanese dispute.

May 23rd-27th. Conference of Institutes for the Scientific Study of International Relations, Milan.

July 18th. Admission of Turkey to the League.

Sept. 4th. Signature of the Lytton Report at the German Hospital, Pekin.

Oct. 3rd. Admission of Iraq to the League.

Dec. 14th. Mexico gives notice of her withdrawal from membership of the League.

1933

Feb. 24th. The Extraordinary Assembly called to examine the Sino-Japanese conflict adopts a report under Article 15, paragraph 4, of the Covenant of the League.



Mar. 18th. The Council adopted a report under Article 15, paragraph 4, of the Covenant with a view to putting an end to the dispute between Colombia and Peru.

Mar. 27th. Japan gives notice of her intention to withdraw from the League.

May 25th. Colombia and Peru sign an agreement accepting the methods of giving effect to the solutions proposed by the Council in its report of March 18th, 1933.

June 12th. The Council decides to appoint a Commission to take over the administration of the Leticia territory in the name of the Government of Colombia.

June 23rd. World Monetary and Economic Conference, London.

July 27th. The Council hands over the provisional administration of Leticia to an administrative Commission appointed by the League.

Sept. 26th. Suspension of the work of the London Monetary and Economic Conference.

Oct. 2nd. The Government of the Argentine notified the Secretary-General that the Argentine Parliament had approved the Covenant of the League of Nations.

Oct. 5th. The Assembly provisionally raises the number of non-permanent Members of the Council from nine to ten.

Oct. 9th. Conference to facilitate the International Circulation of Films having an Educative Character.

Diplomatic Conference for the Suppression of the Traffic in Women of Full Age.

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Oct. 21st. Germany gives notice of withdrawal from the League of Nations.

Nov. 9th. Conference of Governmental Press Bureaux and Representatives of the Press in Madrid.

1934

Apr. 19th-25th. The first International Congress on Educational and Instructional Films meets in Rome.

May 5th. Mexico gives notice of withdrawal from the League.

June 19th. The Administrative Commission hands back Leticia to the Colombian authorities.

June 22nd. Resolution adopted by the International Labour Conference inviting the U.S.A. Government to accede to the International Labour Organisation. The acceptance of the President of the U.S.A. was communicated on August 20th, 1934.

Sept. 18th. Admission of the Union of Soviet Socialist Republics to the League of Nations.

Sept. 27th. The Assembly approves the Council's proposal that the Union should be made a permanent Member of the Council.

Sept. 28th. Admission of Afghanistan to the League.

Nov. 24th. Ecuador, one of the original Members of the League and named in the Annex to the Covenant, accedes to the Covenant.

Nov. 24th. The Assembly adopted a report under Article 15, paragraph 4, of the Covenant, with a view to putting an end to the dispute between Bolivia and Paraguay.



Dec. 10th.

The Bolivian Government accepted the report under Article 15, paragraph 4, of the Covenant, adopted on November 24th, 1934, by the Assembly concerning the dispute between Bolivia and Paraguay.

Dec. 14th.

The Ethiopian Government drew the Secretary-General's attention to incidents that had occurred between Ethiopians and Italians at Walwal.

1935

Jan. 13th.

Plebiscite (popular vote) in the Saar Territory.

Jan. 15th.

The Ethiopian Government asked the Council to consider its dispute with Italy under Article 11, paragraph 2, of the Covenant.

Jan. 17th.

The Council decided that the Saar Territory should be united with Germany.

Jan. 29th.

The American Senate refused to ratify the accession of the U.S.A. to the Permanent Court of International Justice.

Feb. 17th-18th.

At midnight, the incorporation of the Saar Territory in the French Customs regime ceased and the Territory became an integral part of German Customs regime under German Administration. (Franco-German Agreement of February 11th, 1935.)

Feb. 23rd.

Paraguay gave notice of withdrawal from the League.

*Feb. 28th-
March 1st.*

Germany took over the Government of the Saar Territory, of which the Administration passed into German hands at midnight.

March 15th. Registration by the Secretariat of the Agreement under which the U.S.A. acceded to the International Labour Organisation.

March 17th. Ethiopian Government seized the Council of its dispute with Italy, in virtue of Article 15 of the Covenant.

March 21st. Request of the French Government under Article 11, paragraph 2, of the Covenant, concerning the German Government's decisions in pursuance of the German Law of March 16th, 1935, relating to the armaments of the Reich.

March 27th. Japan ceased to be a Member of the League.

June 12th. Signature of the Buenos Aires Protocols putting an end to hostilities between Bolivia and Paraguay.

Sept. 27th. Exchange at Bogotá of instruments of ratification to the Protocol signed at Rio de Janeiro in May 1934 by Peru and Colombia constituting a settlement of the Leticia dispute.

Oct. 7th. The Council, in accordance with Article 15 of the Covenant, unanimously adopted the report of the Committee of Thirteen setting forth the circumstances of the dispute between Italy and Ethiopia.

Oct. 21st. Germany ceased to be a Member of the League.



DISARMAMENT CONFERENCE

1931

Jan. 24th. The Council decides to convene the Conference for the Reduction and Limitation of Armaments.

1932

Feb. 2nd. Conference opens in Geneva.
Feb. 6th. Conference receives the petitions presented by international organisations.
Feb. 2nd-24th. General discussion : Various delegations bring forward proposals.
Feb. 9th. General Commission set up.
Apr. 22nd. General Commission adopts a resolution accepting the principle of qualitative disarmament.
June 22nd. President Hoover's disarmament plan presented.
July 23rd. End of the first phase of the Conference : General Commission adopts a resolution summarising decisions taken, and defining future programme of work : German delegation makes a declaration of the conditions upon which its future collaboration with the Conference must depend.
Sept. 14th. German Government notifies the President of the Conference of its decision to withdraw from the Conference.

Sept. 21st.

Conference begins work again.

Nov. 4th.

French Government presents its Disarmament Plan.

Dec. 13th
and 14th.

General Commission informed of the agreement reached between Germany, the United Kingdom, France, Italy and the United States of America, on December 12th, with regard to the question of equality of rights and security: Germany comes back to the Disarmament Conference as a result of this agreement.

1933

Mar. 16th.

United Kingdom delegation presents its draft Disarmament Convention.

June 29th.

Adjournment of the work of the Conference in order to allow of negotiations under the direction of the President of the Conference.

Oct. 14th.

Meeting of the Bureau. Germany withdraws from the Conference.

Nov. 22nd.

Adjournment of the General Commission to January 1934.

1934

Apr. 17th.

End of the exchange of notes between the Governments.

May 29th-
June 1st.

Meeting of the General Commission.

June 8th.

The General Commission adopts a resolution laying down the programme of work.



III. CONVENTIONS AND AGREEMENTS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE¹

1. DISARMAMENT AND SECURITY

Arms and Ammunition and Implements of War (Supervision of the International Trade in) :

Gases (Asphyxiating, Poisonous and Other), and Bacteriological Methods of Warfare (Protocol for the Prohibition of the Use in War of). Geneva, June 17th, 1925 (40).

* Ifni (Declaration regarding the Territory of). Geneva, June 17th, 1925 (7 r + 3 a).

* Supervision of the International Trade in Arms and Ammunition and in Implements of War (Convention for the). Geneva, June 17th, 1925 (11 r + 3 a).

Assistance (Financial) :

* Assistance (Convention on Financial). Geneva, October 2nd, 1930 (3 r).

Disputes (Pacific Settlement of International) :

General Act. Geneva, September 26th, 1928 (23).

War (Means of preventing) :

* Means of preventing War (General Convention to improve the). Geneva, September 26th, 1931 (3 r + 1 a).

2. INTERNATIONAL LAW

Permanent Court of International Justice :

* Accession of the United States of America to the Protocol of Signature of the Statute of the Permanent Court of International Justice (Protocol relating to the). Geneva, September 14th, 1929 (43 r).

Court (Protocol of Signature of the Permanent Court of International Justice). Geneva, December 16th, 1920 (49).

Clause (Optional). Geneva, December 16th, 1920 (40).

* Revision of the Statute of the Permanent Court of International Justice (Protocol concerning the). Geneva, September 14th, 1929 (47 r).

¹ An asterisk before a Convention denotes that it is not yet in force. The figures in parenthesis after each title indicate the number of ratifications and accessions up to December 31st, 1935.

See also : " Ratification of Agreements and Conventions concluded under the Auspices of the League of Nations " (document A. 6(a). 1935).

Covenant of the League of Nations (Amendments to the) :

- * Amendment to Article 16 (Protocol of an). First Paragraph to be inserted after the First Amended Paragraph of Article 16. Geneva, October 5th, 1921 (31 r).
- * Amendment to Article 16 (Protocol of an). Second Paragraph to be inserted after the First Amended Paragraph of Article 16. Geneva, October 5th, 1921 (31 r).
- * Amendment to Article 16 (Protocol of an). Paragraph to be inserted between the New Third Paragraph and the Original Second Paragraph of Article 16. Geneva, October 5th, 1921 (31 r).
- * Amendment to Article 26 (Protocol of an). First Paragraph. Geneva, October 5th, 1921 (37 r).
- * Amendment to Article 26 (Protocol of an), adding a New Paragraph after the First Paragraph. Geneva, October 5th, 1921 (37 r).
- * Amendment to Article 26 (Protocol of an). Second Paragraph. Geneva, October 5th, 1921 (37 r).
- * Amendment to Article 16 (Protocol of an). Latter Part of First Paragraph of Article 16. Geneva, September 27th, 1924 (5 r).
- * Amendment to Article 16 (Protocol of an). Second Paragraph of the Original Text. Geneva, September 21st, 1925 (4 r).

Law (Progressive Codification of International) :

- * Conflict of Nationality Laws (Convention on Certain Questions relating to the). The Hague, April 12th, 1930 (6 r + 3 a).
- * Military Obligations in Certain Cases of Double Nationality (Protocol, relating to). The Hague, April 12th, 1930 (5 r + 3 a).
- * Statelessness (Protocol relating to a Certain Case of). The Hague, April 12th, 1930 (6 r + 2 a).
- * Statelessness (Special Protocol concerning). The Hague, April 12th, 1930 (4 r + 2 a).

3. ECONOMIC AND FINANCIAL ACTIVITY

Agricultural Mortgage Credit :

- * Creation of an International Agricultural Mortgage Credit Company (Convention for the), with Charter and Statutes. Geneva, May 21st, 1931 (6 r).

Arbitration Clauses in Commercial Matters :

- Awards (Convention on the Execution of Foreign Arbitral). Geneva, September 26th, 1927 (21).

- Clause (Protocol on Arbitration). Geneva, September 24th, 1923 (27).

Bills of Exchange, Promissory Notes and Cheques (Unification of Laws on) :

- Conflicts of Laws in connection with Bills of Exchange and Promissory Notes (Convention for the Settlement of Certain), and Protocol. Geneva, June 7th, 1930 (15).

Conflicts of Laws in connection with Cheques (Convention for the Settlement of Certain), and Protocol. Geneva, March 19th, 1931 (14). Stamp Laws in connection with Bills of Exchange and Promissory Notes (Convention on the), and Protocol. Geneva, June 7th, 1930 (16). Stamp Laws in connection with cheques (Convention on the), and Protocol. Geneva, March 19th, 1931 (15).

Uniform Law for Bills of Exchange and Promissory Notes (Convention providing a), and Protocol. Geneva, June 7th, 1930 (15).

Uniform Law for Cheques (Convention providing a), and Protocol. Geneva, March 19th, 1931 (15).

Counterfeiting Currency (Suppression of) :

Suppression of Counterfeiting Currency (International Convention for the). Geneva, April 20th, 1929 (22).

Protocol of the International Convention. Geneva, April 20th, 1929. Protocol (Optional). Geneva, April 20th, 1929 (12).

Customs :

Simplification of Customs Formalities (International Convention relating to the), and Protocol. Geneva, November 3rd, 1923 (32).

Import and Export Prohibitions and Restrictions (Abolition of) :

Bones (International Agreement relating to the Exportation of). Geneva. July 11th, 1928 (18).

Protocol of the Agreement. Geneva, July 11th, 1928.

Hides and Skins (International Agreement relating to the Exportation of). Geneva, July 11th, 1928 (18).

Protocol of the Agreement. Geneva, July 11th, 1928.

Statistics (Economic) :

Statistics (International Convention relating to Economic). Geneva, December 14th, 1928 (23).

Protocol of the International Convention. Geneva, December 14th, 1928.

Whaling :

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